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Cook County (Ill.) Board of County Commissioners

A study of Cook County

[Chicago]

1914

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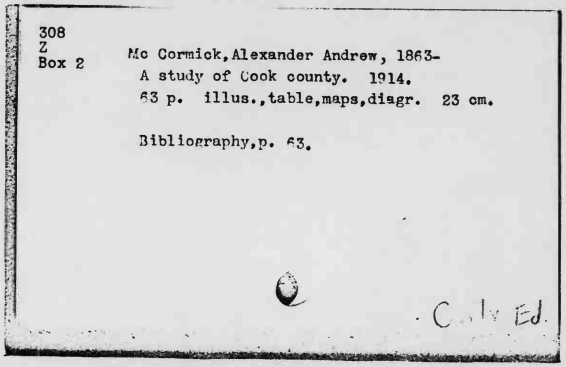

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A Study of Cook County

1914

A Study of Cook County

1914

March 1915 MH

This study is dedicated to the voters of Cook County with the hope that it may answer some of the numerous questions asked during the past two years concerning the organization of the County, and promote an intelligence among citizens concerning County problems that will prove a corrective and incentive to County officials in the performance of their duties, and that will demand progressive administration.

A. A. McCORMICK,
President County Board—1912-14.

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A Study of Cook County

INTRODUCTION

A statement of the problem of County Government is valuable at this time to give exact information of the organization of the County to the newly enfranchised women, to help focus attention aroused by spectacular events of the past two years on the real questions at issue, to arouse response to the pitiful human appeals of those dependents whose lives are in the County's keeping, and for whom many citizens crave the benefits of the higher standards of intelligent skilled care of today.

It is true that the County shows backwardness in reform, that the recent movement that claims cities as the "hope of democracy," has left in the forgotten background the County unit of government, that the so-called machine politician is found in evidence in County offices and County business; but it is also true that a large element in the County problem is the understanding of the voters. To many citizens the County exists as a mere boundary line, and this attitude has resulted in indifference to its complex functions and a lack of general interest that has brought forth weak, inefficient, and, at times, dishonest government. To contribute to the understanding of County government, and to arouse the intelligent interest of the voters is the purpose of this work.

Though women's part in the County problem is small legally, the Act of July 1, 1913, conferring upon them the power to vote for but few of the County officers, their natural interest and general experience make them peculiarly valuable citizens in the County field.

It is hoped that this pamphlet may provide a basis for a fundamental intelligent understanding of the County problems, and that between its lines may be read an appeal for citizens to arouse themselves to a solution of the complexities of County organization and to a higher standard of care for the County charges—these "least among us."

The Government of Cook County

The counties in Illinois are divided into three classes: (1) Those having township organization; (2) those having no township organization, and (3) Cook County, whose government, while like neither of the other kinds of counties, shares certain features with both.

Counties Having Township Organization

Those counties which have township organization are governed by the town officers so far as the interests of the separate towns are concerned, and these town officers acting together constitute a County Board to whom are entrusted the matters which are of concern to the entire county. The town officers are: (1) the **Supervisor,** who receives and pays out all money on township accounts, who is **ex-officio** supervisor of the poor and a member of the County Board. The **Town Supervisor** serves for one year and makes an annual financial report to the County Board.

(2) An **Assistant Supervisor** is elected for a term of one year in towns that have at least 4,000 inhabitants, and for every 2,500 inhabitants an additional Supervisor is elected. The duty of these Assistant Supervisors is to serve on the County Board.

(3) The **Town Clerk,** who is the secretary of the town, keeps its records and the custody of its papers, and annually notifies the County Clerk of the amount required to be raised by taxation for the county purposes. He serves for two years and is elected in the even numbered years.

(4) The **Assessor** determines the value of property which is subject to taxation in the town, serves for two years, and is elected at the same time as the Town Clerk.

(5) The **Collector,** or the County Clerk, collects taxes due for property in the county. His term is likewise two years and his election is also at the same time as that of the Town Clerk. There is also a Town Board of Health, composed of the Supervisor, the Assessor and the Town Clerk

in each town. This board may appoint medical men as health officers, provide free vaccination, and require reports upon dangerous communicable diseases.

(6) In addition to these officers, there is a Board of Highway Commissioners, consisting of three members, one elected each year for a term of three years. The Town Clerk acts as clerk to the board, and the Town Supervisor is ex-officio treasurer.

Counties Not Under Township Organization

Counties not under township organization are governed by a Board of County Commissioners. This board consists usually of three Commissioners, elected one each year at the November election by the County at large, for a term of three years. This board has general charge of the affairs of the county, cares for county property, supervises the administration of county institutions and levies taxes and may create a Board of Health. Each Commissioner receives a salary fixed by statute, dependent upon the population of the county.

Cook County

The government of Cook County partakes of the character of the government of both the other kinds of counties. Its governing body is the Board of Commissioners of Cook County, consisting of ten members chosen from Chicago by the legal voters of Chicago, and five members chosen from outside of Chicago by these who live outside of the corporate limits of the city. So far as the 30 towns outside of Chicago are concerned, the Board has the powers and duties of Boards in Counties having township organization. For the seven towns within Chicago, it has the powers of Boards in Counties not having township organization. The 30 towns outside of the corporate limits of Chicago are governed as towns in other Counties having township organization, except that the Town Supervisors are not members of the County Board. The seven towns which lie wholly in Chicago have no separate corporate government. In their cases, the County Treasurer is ex-officio Supervisor and ex-officio Collector, and the County Clerk is ex-officio Town Clerk and Assessor. All powers that would regularly belong to the

township government are given to the Board of Commissioners of Cook County.

The Board of Commissioners of Cook County is in many respects unlike the County Board of other counties. The president, for example, is not elected by the Commissioners from among their own number, but is elected by the legal voters at the time of the regular election, when each voter must indicate separately which candidate he wishes to be president. The residence required for the Commissioner of Cook County has been held to be only one year, whereas for the County Commissioner in other counties it is five years. The term of office of Cook County Commissioner is four years. The Board meets regularly on the first Monday of December, January, February, March, June and September, but adjourned meetings are usually held on Monday of each week, except during July and August, when they are held every second Monday.

The president may vote as commissioner and he may have a casting vote as president. He can not vote in both capacities on the same question. He has veto power over any resolution appropriating money or involving the county's finances; but this veto can be overruled by a vote of four-fifths of the Commissioners. He appoints each year one member to the Civil Service Commission, which consists of three members, and conducts examinations for the selection of employes for such offices as are under the county civil service law. He likewise appoints the heads of certain institutions in the county who are not under the civil service,. as, for example, the County Agent, the Superintendent of the Oak Forest institutions, the Warden of Cook County Hospital, and the Superintendent of Public Service.

The county is a governmental unit, to which is entrusted the care of the aged and sick poor, of prisoners who are awaiting trial, or who are convicted of offenses less serious than felony. The county may therefore establish an almshouse, a county hospital, a tuberculosis sanitarium, a county jail, and a workhouse. It must provide a court house, with offices and supplies for a county Circuit Court, as well as for the county officers. It must also take measures to protect the health, maintain reasonably good roads, and enforce state laws for the prevention of cruelty to animals. The County Board may therefore buy and sell real

estate, make the contracts necessary for the performance of these duties, and levy taxes for county purposes.

Some idea of the responsibility of the Board of Commissioners of Cook County can be obtained if one reviews the mere statement of the revenues which are distributed under its provision. In the report of the Committee of Finance for 1914, the estimated revenues of the county are stated to be as follows: First, taxes, $5,532,318.20; fees paid in, $2,069,000; miscellaneous receipts, $20,000, making a total estimated revenue from ordinary sources, $7,621, 318.20. In addition to these receipts there were certain special resources available for corporate purposes to which attention might be called. Among the appropriations, however, certain items seem of special interest. For example, for the County Hospital building fund, in connection with which many scandalous rumors have been afloat, there was an appropriation of $209,958. For the Psychopathic Hospital, erected in a record-breaking time at an extraordinarily low price per bed, an appropriation of $320,813; for a new building and a cemetery at Oak Forest, an appropriation of $854,000. The total appropriation for salaries and wages is in round numbers $3,497,000; for office supplies and expenses, $76,000; for general supplies, $704,000; for light, heat and power, $153,800; for the Industrial School fund, $180,000; for the Hospital Nursing fund, $197,000; for the Parents' Pension fund, $100,000. There are 3,542 employes carried on the County pay roll with a salary amounting in the aggregate to $3,497,109. The mere recital of these enormous sums of money expended and this great army of employees engaged under the direction of the fifteen County Commissioners gives some idea of the responsibility and powers entrusted to them, and of the seriousness of the problem confronting the voter at the time of their selection.

Taxation in Cook County

"In order that the government may have the income with which to carry on its functions, taxes are levied and collected. The amount of taxes that anyone must pay depends upon the value of his property. Estimating the value of the property in the community for this purpose is called 'assessing' it. This work is done chiefly through the county organization." In Cook County, as in other counties of 125,000 or more inhabitants, a Board of Assessors is elected for this purpose. "The Board consists of five persons, not more than four of whom can be from the same city, elected at the November elections, two every six years from 1900, e.g., 1912 and 1918; two every six years from 1902, e.g., 1914 and 1920, and one every six years from 1898, e.g., 1916."[1]

Assessors are required, by the Revenue Law of 1898, to take a special oath of office, and to give bond to diligently, faithfully, and impartially perform the duties enjoined by law.

The duties of Assessors are to value and assess for taxation real and personal property, of which lists are prepared by the County Clerk. "The Assessor is required every fourth year to view and value each tract or lot of land, and in the intervening years to list and assess real property not on the assessment list, to add the value of improvements and make deductions for any impairment of value. The revenue law provides that personal property shall be listed by the owners. Assessors are also required to call at the office or residence of each person required to list property and secure a sworn statement of his taxable property; and whenever he fails to obtain such a statement it is his duty to assess the value of such property."[2]

The decision of the Assessors is not final but "is subject to correction and review by a Board of Review, consisting of three members, elected for a term of six years. They assess property not assessed by the Board of Assessors, and

[1] Alice Greenacre, *Handbook for the Women Voters of Illinois*, edited by S. P. Breckinridge, pp. 64-65.
[2] Report of the Joint Legislative Committee, 47th General Assembly, p. 147.

hear complaints against the actions of the Board of Assessors."[1]

For support of the offices of Assessors[2] and Board of Review,[2] $271,420 was appropriated in 1914, of which the great bulk—$267,920—went for salaries, and the rest, $3,500, for office expenses. Each of the five Assessors has a salary of $5,000. The staff of the Assessors includes a building evaluation expert, 21 real estate experts, besides draughtsmen, clerks, stenographers, etc., totaling 96 employes, including 29 township assessors who are elected, as well as a number of extra day men preparing real estate and personal property assessments. The total salary appropriation for 1914 for the Assessors and their staff is $181,160. The total salary appropriation in the office of the Board of Review is $86,760. This office force includes 26 regular workers, largely clerks, besides a number of "extras." The salary of each of the three members of the Board of Review is $7,000.

The aggregate valuation of property for the county as set by these two boards "may be altered by the State Board of Equalization, which also assesses the property of railroads and the capital stock of certain classes of Illinois corporations." "After equalization by the State Board of Equalization, the assessment rolls are turned over to the County Clerk. To the County Clerk also are certified the State tax rate, the County tax rate, the Sanitary District rate, the city corporate, city bond and tuberculosis sanitarium rates, the school building and educational rates, the South, West and Lincoln Park rates, those for several smaller park districts, and the rates for the various towns and villages and school districts outside of Chicago," making a total amount levied through the Clerk's hands of some $40,000,000. "It is the duty of the County Clerk to apply the appropriate rate to each piece of property on the assessment rolls and extend the resultant total as a single charge. In doing so, however, he is restrained by"[1] the complicated provisions of the Juul law.

"Under the Juul law, if the aggregate of the tax levies will require a total rate, in any taxing district, above the maximum allowed, the County Clerk must reduce the rate

1. Bramhall, F. D., *Cook County and Chicago*, Report of Joint Legislative Committee, p. 182.
2. Women may vote for members of board of review and board of assessors.

proportionately. Before 1909, when the taxable value was one-fifth of the 'full value,' the ordinary maximum rate was 5 per cent. In 1909 the legal basis was changed to one-third; and the ordinary maximum tax rate was reduced to 3 per cent. But certain taxes are not scaled down below fixed limits; and the final result is often a rate above the ordinary maximum.

"The law regulating tax levies and the maximum rates is so complex that it sometimes happens that taxes are levied and extended on the collector's books which do not comply with all the requirements. Such taxes may later be held invalid and their collection restrained on behalf of railroad corporations, or other large taxpayers, while the great majority of small taxpayers pay the amounts extended on the collector's books. In other cases the arbitrary standards of the statute give some local authorities more funds than they can use while other authorities . . . . have less than is necessary for the performance of their duties.

"To meet these difficulties several suggestions have been made: that . . . . a competent attorney be employed to see that the tax levies are made as provided by law, or that the State's Attorney be required to certify in writing as to the validity of tax levies before the taxes are extended; that taxes should be levied on an order from the County Judge, on application from the taxing authorities and after hearing objections; or that there should be a County Board of Taxation to pass on the total levy.

"There is certainly need for more co-ordination and a greater concentration of responsibility in making tax levies; and there should be some authority with discretionary power to adjust the apportionment of taxes between the several spending authorities, in place of the intricate and mechanical provisions of the Juul law."[1]

[1]Report of Joint Legislative Committee, pp. 151-152.

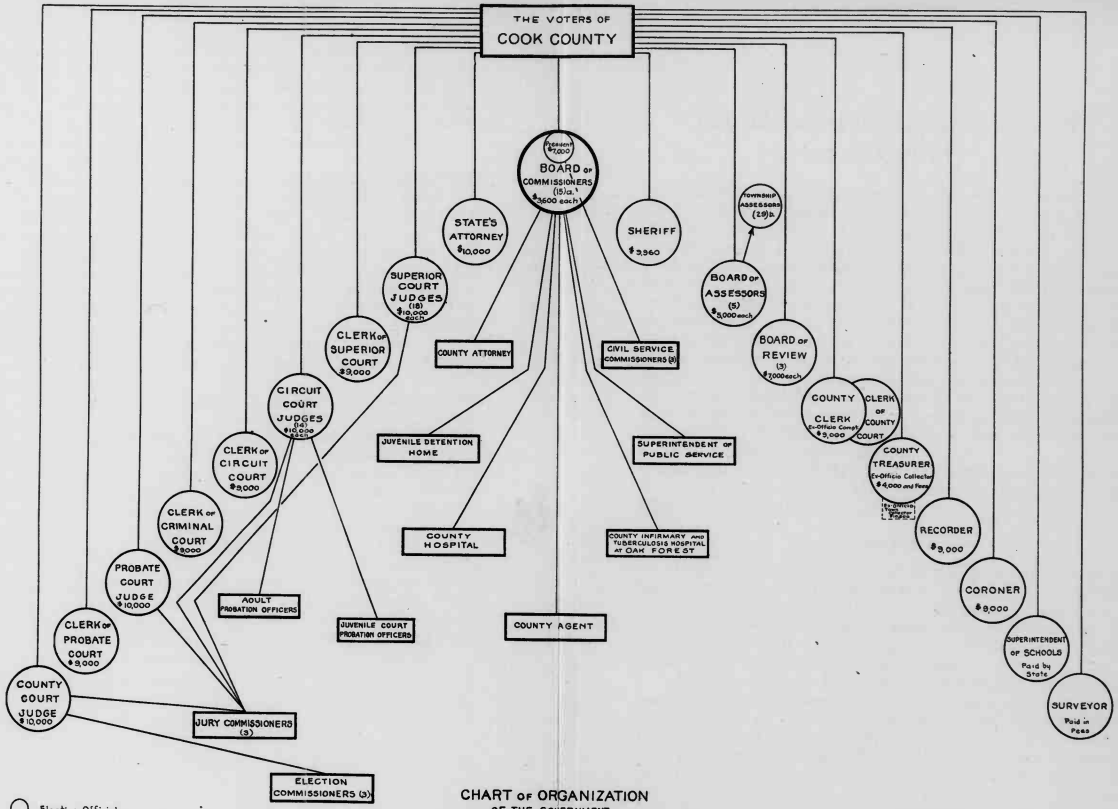

THE VOTERS OF
COOK COUNTY
President $7,000
BOARD OF COMMISSIONERS (15) a. $3,600 each
STATE'S ATTORNEY $10,000
SHERIFF $3,360
TOWNSHIP ASSESSORS (29) b.
BOARD OF ASSESSORS (5) $5,000 each
BOARD OF REVIEW (3) $7,000 each
SUPERIOR COURT JUDGES (18) $10,000 each
CLERK OF SUPERIOR COURT $9,000
COUNTY ATTORNEY
CIVIL SERVICE COMMISSIONERS (3)
CIRCUIT COURT JUDGES (16) $10,000 each
COUNTY CLERK Ex-Officio Comptr. $9,000
CLERK OF COUNTY COURT
JUVENILE DETENTION HOME
SUPERINTENDENT OF PUBLIC SERVICE
CLERK OF CIRCUIT COURT $9,000
COUNTY TREASURER Ex-Officio Collector $4,000 and Fees
Ex-Officio Master in Chancery
CLERK OF CRIMINAL COURT $9,000
COUNTY HOSPITAL
COUNTY INFIRMARY AND TUBERCULOSIS HOSPITAL AT OAK FOREST
RECORDER $9,000
PROBATE COURT JUDGE $10,000
ADULT PROBATION OFFICERS
JUVENILE COURT PROBATION OFFICERS
COUNTY AGENT
CORONER $9,000
CLERK OF PROBATE COURT $9,000
SUPERINTENDENT OF SCHOOLS Paid by State
COUNTY COURT JUDGE $10,000
JURY COMMISSIONERS (3)
SURVEYOR Paid in Fees
ELECTION COMMISSIONERS (3)
Elective Officials
Institutions or Appointive Officials
a. President included
b. Elected by their respective Townships

CHART OF ORGANIZATION
OF THE GOVERNMENT OF COOK COUNTY, ILLINOIS
SHOWING LINES OF AUTHORITY AND SALARY RATES FOR ELECTIVE OFFICIALS

Prepared By
CHICAGO BUREAU OF PUBLIC EFFICIENCY
1913

The Executive Departments of Cook County

The executive departments of the county government comprise the five offices of Sheriff, Coroner, County Clerk, Recorder, and County Treasurer. These are all elective officials serving a four-years' term. The Sheriff and the Treasurer are not eligible for re-election. Each of the five appoints the employes working under him. Their salaries are fixed by the County Board. The final responsibility for the amount of help in these offices lies with the Judges of the Circuit Court, who are required by the Constitution to fix the number of deputies and assistants. Obviously, the Judges have no way of ascertaining the necessary number without investigation. Funds should be appropriated for such investigations to enable the Judges to perform intelligently this function, so important to the efficiency and economy of the executive offices.

The total number of about one thousand employes in these five departments costs the County in salaries annually more than one and a half million dollars.

The County Treasurer

Perhaps the most important of the executive officers is the County Treasurer, inasmuch as he handles each year from $60,000,000 to $70,000,000 of public money. The County Treasurer serves ex-officio as County Collector, and also as Town Collector and Town Supervisor of the seven towns lying wholly within the City of Chicago.

As Treasurer, his duties involve primarily the receipt, custody, and disbursement of the revenues and funds of Cook County, as well as certain other funds of which the Legislature has designated him as custodian. He collects, also, the inheritance taxes of the state. As County Collector his duties are chiefly those of a collector of delinquent taxes and special assessments, which he subsequently turns over to the proper authorities of the State, County, City, Sanitary

District, Park Boards and other taxing bodies.[1] As Town Collector, the Treasurer's duties are simply those of a collector of current general taxes levied on both real and personal property. As Town Collector he begins to receive such taxes as soon as the collector's warrants are turned over to him by the County Clerk—usually early in January—and continues his collection until March 10, when as "County Collector" he goes through the formality of settling his accounts with himself as "Town Collector," and as "Town Collector" turns over the books to himself as "County Collector." The taxes which he collects as "Town Collector" he subsequently turns over to the State, County, City, Sanitary District, Park Boards and other taxing bodies.[2] As "Town Supervisor" the Treasurer is custodian of certain moneys raised by the towns of Lake View and North Chicago for the acquisition and maintenance of small parks under the jurisdiction of the Lincoln Park Board.[3]

To perform these duties the Treasurer in 1914 has employed 104 regular men besides 50 to 250 "extras," at a salary expense (including his own) of $352,235.83. $19,000 for office expenses brings his total expense budget up to $371,235.83. His own salary is fixed by the legislature at $4,000. He retains an additional sum amounting to $10,500 a year in commissions as Town Collector. He retains a further additional sum of fees for the collection of inheritance taxes. This amounted to $20,617.64 in 1911, and is steadily increasing.

While for several years past the Treasurer has turned into the public treasury large sums of money on account of interest earned on public funds in his custody, there is evidence that much larger amounts would have accrued to the benefit of the public if the funds had been properly administered and all of the interest earned accounted for.

The control of the Treasurer over the disposal of funds while in his custody is absolute. He may keep them in his own vaults or bank them at interest as he pleases. He is also absolutely liable for them until their disbursement. Two sets of account books are kept by the Treasurer—"public" records and "private" records. Although the Treasurer is required by law to submit his accounts at least

1. "Office of the County Treasurer of Cook County." Nov., 1913. Report of the Chicago Bureau of Public Efficiency, p. 22.
2. Same, p. 23.
3. Same, p. 24.

twice a year to the County Board, the so-called "private" records of money, kept by public employes at public expense, he has not allowed to be examined by citizen, taxpayer or County Board. Thus there has been absolutely no real check or audit upon his accounts except such as may have been conducted by himself or his private bondsman. Despite the law the Treasurer has held large sums collected for the different taxing bodies long after they were due. He has withheld from the public records the receipt of sums amounting to as much as $23,000,000 for as long as six months at a time, thus making it impossible to determine the precise amount of interest he has or might have obtained. After a thorough investigation of the "public records," for the year 1911, the Bureau of Public Efficiency computed the interest which the public moneys held by the Treasurer during this year should have earned to be not less than $281,526.18, or $130,968.79 more than the amount actually turned over to the County by the Treasurer.

The Treasurer tendered to the County Board in 1913 only $171,396.48. This amount was accepted and efforts made on the part of the minority members to get an accounting, but without success.

The defects in the administration of funds in the Treasurer's office are so great as to be remediable only by legislative changes. The Bureau of Public Efficiency recommends the following enactments:

1. "To make it mandatory upon the Treasurer to deposit such funds in banks to be designated by the County Board; such deposits to be made upon conditions similar to those which now obtain with respect to the deposit of the funds of the City of Chicago.

2. "To relieve the Treasurer of all responsibility for such funds when he has deposited the same in such banks and while in the custody of the banks, and to permit the withdrawal of the funds from the banks upon the order of the Treasurer only when accompanied by a warrant or order signed by some officer to be designated for such purpose.

3. "To authorize the County Board to contract for the payment of interest on such bank deposits and to prohibit the County Treasurer, or any other public official, from retaining any of the interest accruing on such deposits, or any

profit, prerequisite, or emolument on account thereof.

4. "To provide for the keeping of proper accounts in connection with the administration of such funds and the interest thereon; for the examination and audit of such accounts by a disinterested officer or agency; and for an adequate degree of publicity concerning the manner in which such funds are handled and all the records and accounts thereof kept.

5. "To make suitable provisions concerning the nature and amount of the bonds to be furnished by the Treasurer."

6. "To provide definite and adequate compensation for the Treasurer."

The Sheriff

The office of Sheriff was formerly almost as rich a political plum as that of the Treasurer, and worth from $75,000 to $100,000 a year. Since the contracting for the feeding of prisoners has been taken out of the Sheriff's hands, however, and the fees of the office have been paid into the County Treasury, the Sheriff has received a salary of $9,960 a year.

The Sheriff is the "arm of the judge," or "court messenger," carrying out the orders of the judge. He sells property for debt, takes a prisoner to jail, or hangs him, if the judge so orders. He serves and executes warrants, summonses and other writs. He is custodian of the County Building, Criminal Court House and County Jail. He is responsible for the care and safe-keeping of the prisoners in the jail. To perform these duties the Sheriff employs 500 persons at a salary expense to the county of more than $572,000.

Of these 500 employes 204 are firemen, electricians, engineers, watchmen, elevator operators, janitors, etc., in the County Building. Fifty-seven more with similar occupations work in the Criminal Court Building, and eighty-one more, including jailers, cooks, matrons, and physicians, in the County Jail.

Of the 153 employes in the Sheriff's general office for which the Board made appropriations in 1914, 111 are bailiffs, including two chief bailiffs, and twenty-six are deputy sheriffs. The deputy sheriffs are chiefly employed in the service of writs. For an estimated six-hour day of such

employment each deputy sheriff receives a salary of $1,890. Of this each pays $120 a year to a "return" clerk, who prepares the endorsement of the official "return" of the Sheriff on all writs. The bailiffs are almost evenly divided between the Criminal Court Building and the office of the chief bailiff in the County Building. They perform two classes of duties: first, work at the courts handling prisoners and keeping order; second, the serving of jury summonses (which might be done quite as effectively by mail) and certain classes of writs such as habeas corpus, attachments for contempt, subpoenas, etc. Bailiffs are paid $125 a month, assistant chief bailiffs, $137.50.

Besides the bailiffs and deputy sheriffs working out of the Sheriff's office, there are in this office twelve clerks, a cashier, and an assistant sheriff at $3,000 a year. The principal officer is a chief deputy at $4,000 a year, who is directly in charge of administration of the general office, personally conducts all Sheriff's sales of real estate, handles the so-called "trust funds," with their records and documents, and also the bank accounts. Besides $582,703.10 appropriated in 1914 for salaries in the Sheriff's budget, $1,350 were appropriated for office expenses, $25,000 for dieting prisoners in jail, and $90,900 for general supplies, also light, heat, power, repair, furniture and other expenses for the County Building, Criminal Court Building and County Jail, making a total of $699,953.

The Coroner

The offices of Sheriff and Coroner are the oldest in the entire county, dating back to the English "Shire Reeve" and "Crowner," the king's personal representatives in the shire or county. The Coroner is the only man who can arrest the Sheriff, and he acts as Sheriff if the latter is at any time unable to serve. The chief duty of the Coroner, however, is the investigation, either in person or by deputy, of all deaths which appear to have been accidental, violent, caused by undue means, or where there is no physician's certificate stating cause of death. Inquests are held and witnesses examined before a jury of six.

The Coroner receives a salary of $9,000 a year. The chief deputy coroner, whose salary is $3,300, has charge of the office and gives assignments daily to ten deputy coro-

ners working out of this office at a salary of $2,000 each. The duties of these ten deputy coroners are to hold inquests and to receive personal property found on the bodies of the deceased.

There are also four physicians and deputies. One receives $2,500 a year and three receive $2,100 each.

Besides the deputies and physicians enumerated, the Coroner's staff of thirty-one persons includes a chemist, statistician, morgue-keeper, private secretary, clerks, typists, four court reporters, and other assistants, making up a total salary budget of $64,329.15, including the salary of the Coroner. One thousand dollars appropriated for office expenses and $3,000 for "incidental" expenses brings the Coroner's expense account for 1914 up to $68,329.15.

The County Clerk

The County Clerk holds ex officio two offices, namely, Clerk of the County Board, and County Comptroller. He is also Clerk of the County Court.

As Clerk of the County Court, he receives and files documents of the County Court and issues processes, keeps registers, dockets and indexes; receives and disburses fees of the court and other funds chiefly in non-support cases; makes minutes of court proceedings; makes certified copies of records and documents on file at the office. The County Clerk issues marriage licenses and keeps a record of births, deaths and marriages. In his office the taxes of the different taxing bodies of the County are extended on the collector's warrants. He is the responsible accounting officer of the county government.

The County Clerk receives $9,000 a year. He employs 108 regular workers and is authorized to employ "extras" at a total salary in 1914 of $293,120. An additional $12,000 for office expenses brings the total 1914 appropriation for this three offices up to $314,120.

The Recorder

The prime function of the Recorder, as indicated by his title, is the recording of deeds and other instruments. In addition the Recorder manages an abstract department, and a department for the registration of land titles and

transfers under the Torrens Act. In order to simplify the dissemination of information regarding real estate transfers, the recording of mortgages, bills of sales, etc., the Recorder also maintains a press bureau or "publicity department."

For the operation of the four departments $322,530 were appropriated in 1914, of which $312,530 covered the Recorder's own salary of $9,000 and the salaries of his employes, numbering about two hundred and seventy-five.

Department of Public Service

The department of Public Service is the business office of Cook County, purchasing all supplies required for the various county buildings and institutions and all the offices in the Court House and Criminal Court Building. The purchases approximate $100,000 per month and cover practically all classes of commodities.

The department has charge also of the maintenance of all buildings owned by Cook County and supervises all contracts for new buildings. The Superintendent of Public Service acts as the owner's representative, sees that the contracts are properly executed and, with the County Architect, is responsible for strict compliance with specifications as to materials furnished.

To maintain the county's buildings in proper condition, to make renewals and replacements, to construct minor buildings and make alterations requires a force of from seventy-five to one hundred and ten mechanics, such as plumbers, steamfitters, electricians, painters, etc. This branch of the department has also executed some larger contracts, such as painting Cook County Hospital, the Oak Forest Infirmary, etc., which effected a saving to the county of approximately $19,000 over the lowest proposals submitted by contractors for this work.

Comptroller of Cook County

The Comptroller is the Auditor of Cook County and pays, on the authorization of the County Board, all bills and salaries. He is independent of the Board, acting as the representative of the County Clerk, an elective officer. A Deputy Comptroller is also Clerk of the Board of County

Commissioners and keeper of all records and files of that Board. The annual report of the County Comptroller, issued in February, 1914, gave an extensive and intelligent analysis of County expenditures. Estimates from the various departments are annually received in this office and a preliminary draft of the "Budget" prepared.

Highways Department

The Superintendent of Highways, who is in charge of the Highways Department of Cook County, is appointed by the County Board for a term of six years.

His appointment is made under the provisions of the Roads and Bridges Act, revised in 1913, which requires that the County Board shall submit to the State Highways Commission the names of from three to five residents of the County, whom the State Commission shall examine as to fitness for the office and certify the results to the County Board, which shall then appoint one of the number Superintendent of Highways.

The duties of the Superintendent of Highways are as follows: Under the general direction and with the approval of the State Highway Commission—To prepare plans, specifications and estimates for all bridges to be built by the Commission and to supervise the construction and maintenance of any road or bridge where the entire expense is met by the County; to visit and inspect highways and bridges at least once a year, and supervise the repair and maintenance of all State Aid roads within his County.

The Highways Commissioner is also required to keep a record of all contracts and purchases of material, machinery or apparatus used in road construction in excess of two hundred dollars ($200).

For the construction of roads to be built at the joint expense of the State and County, the State of Illinois has appropriated $138,000.00, and an equal amount has been appropriated by Cook County. Contracts have been let aggregating $188,000.00, and during 1914 the construction of 14 miles of concrete roads, 18 feet wide, was begun. Construction of roads for the remaining $88,000.00 will start in the Spring of 1915. Plans and specifications have been prepared for twelve bridges, to be constructed at an aggregate cost of $25,000.00, of which the County pays half and the

various townships the other half. For the repair and maintenance of County roads, other than those built by State Aid, three sets of road machinery have been purchased by the County, and are operated jointly by the County and townships, all the material for repair being furnished by the townships.

The Charity Service

The County Agent

The most important officer connected with the care of dependents by the County is the County Agent. He is the representative of the County to whom all applications for County Aid must be made. In this work he is governed by the provisions of the so-called "Pauper Law" which requires recipients of aid to have been residents of the State and County for at least one year, and which provides, within certain degrees of kinship, that when possible relatives shall support relatives.[1]

The County Agent also co-operates with the federal authorities, giving them the names of persons liable to be deported under the United States Immigration Law, which provides that immigrants who have become public charges within three years after admission from causes existing before admission, and immigrants who were admitted although they, as a matter of fact, might have been discovered to be liable to become public charges, may be returned to their former home.

The County Agent's representatives must therefore make sufficient inquiry to determine whether the applicant should be helped by Cook County, or should be returned to another county, or is ineligible for aid because of relatives able to contribute to his support. In 1913, 168 cases were investigated of non-residents who were thought properly to be charges upon other counties, resulting in 85 persons being actually returned to the county from which they emigrated. 83 applications were made by the authorities of other counties to return residents to Cook County, of which 50 were accepted and 33 rejected. The transportation of applicants from Cook County to the county of their residence, and from other counties to Cook County in 1913, cost $1,117.14, and the sum of $2,000.00 was appropriated for this purpose for 1914.

When it has been determined after investigation that the applicant is deserving, the County Agent must either himself, or through his assistants, determine whether help shall

1. These legal obligations rest on children, grandchildren, parents, grandparents, brothers and sisters. Illinois Revised Statutes, Chapter 107.

be given in the home of the applicant (Outdoor Relief) or in one of the County Institutions (Indoor Relief), or admission secured into an institution appropriate to the applicant's needs. If the application is accepted and outdoor relief decided upon, aid of various kinds is given.

1. Medical Aid: Certain kinds of illness are treated and certain forms of medical care are given in the home. For this purpose, a staff of 16 County Physicians is maintained, and an appropriation of $15,000.00 was made for 1914 to cover medical service connected with the County Agent's office, at the rate of $1.00 per visit. In 1913, 18,005 persons were given treatment in their homes. 1,389 cases were given preliminary treatment and then sent to the County Hospital for further attention. Eye glasses, artificial limbs, braces, and other needed appliances are also given, and mention may be made at this time of the burial of those who die destitute, who are interred in the County burial ground. 182 burials were provided in 1913 through the office of the County Agent.

2. Food and other material aid: The 1913 report of the County Agent shows that 10,063 family groups, (9,487 civilian and 576 families of old soldiers), 42,002 persons in all, were given material relief in their homes. The heads of 4,246 of these families were widows or deserted women, with a total of 10,835 children to care for. 2,585 of these families received aid for only one month. 4,007 families were aided from one to two months while only 643 families had to be aided throughout the entire 12 months.

The food is distributed in portions known as "Rations," which are graded to suit the size of the family. The following description of rations allowed in 1913 is interesting:

No. 1 Ration One Person	No. 2 Ration 2 or 3 Persons	No. 3 Ration 4 or 5 Persons
1 lb. Soap	1 lb. Soap	2 lbs. Soap
2 lbs. Beans	5 lbs. Beans	5 lbs. Beans
2 lbs. Rice	4 lbs. Rice	6 lbs. Rice
2½ lbs. Rolled Oats	2½ lbs. Rolled Oats	5 lbs. Rolled Oats
½ lb. Coffee	1 lb. Coffee	2 lbs. Coffee
¼ lb. Tea	¼ lb. Tea.	1 lb. Tea
1 Sack ¼ Flour	1 Sack ½ Spring Flour	2 Sacks ½ Flour
2½ lbs. Corn Meal	2½ lbs. Corn Meal	5 lbs. Corn Meal
2 lbs. Sugar	3 lbs. Sugar	5 lbs. Sugar
2½ lbs. Syrup	3 lbs. Lard	3 lbs. Lard
	2½ lbs. Syrup	2½ lbs. Syrup
Cost per Ration, 91 cts.	Cost per Ration, $1.77	Cost per Ration $2.81

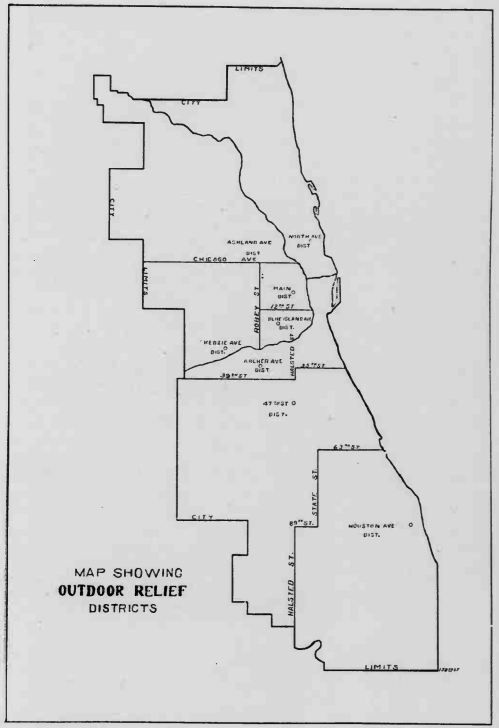
No. 4 Ration 6 or 7 Persons	No. 5 Ration 8 or more Persons
2 lbs. Soap	2 lbs. Soap
5 lbs. Beans	5 lbs. Beans
6 lbs. Rice	6 lbs. Rice
5 lbs. Rolloed Oats	5 lbs. Rolled Oats
2 lbs. Coffee	2 lbs. Coffee
1 lb. Tea	1 lb. Tea
2 Sacks ¼ Flour	3 Sacks ¼ Flour
1 Sack ½ Flour	5 lbs. Corn Meal
5 lbs. Corn Meal	8 lbs. Sugar
7 lbs. Sugar	3 lbs. Lard
3 lbs. Lard	2½ lbs. Syrup
2½ lbs. Syrup	
Cost per Ration, $3.13	Cost Per Ration, $3.39

During 1913, in addition to food, 15,603 pairs of shoes,* 16,733 tons of coal, 59,576 quarts of milk and 172,210 pounds of ice, were distributed.

The staff of the County Agent for 1914 included a first assistant and seven second assistant county agents, a deporting agent and from 15 to 45 relief investigators, as the demands upon the office fluctuated. The appropriation for salaries of this office for 1914, including besides the staff mentioned above the necessary clerical, storeroom and janitor service, was $107,861.85.

For the purpose of convenience to the poor, as well as economy and efficiency of service, the County Agent has districted the city, and maintains a branch in each of the eight districts whose boundaries are indicated on the map on the opposite page. Outdoor relief in towns lying outside of the city limits is administered by the town supervisors. $23,075 were appropriated for 1914 for relief to be granted in the respective towns, including payment at the rate of $1.00 a day to the supervisors while acting as overseers of the poor.

* Given school children on receipt of a note from the principal after investigation.

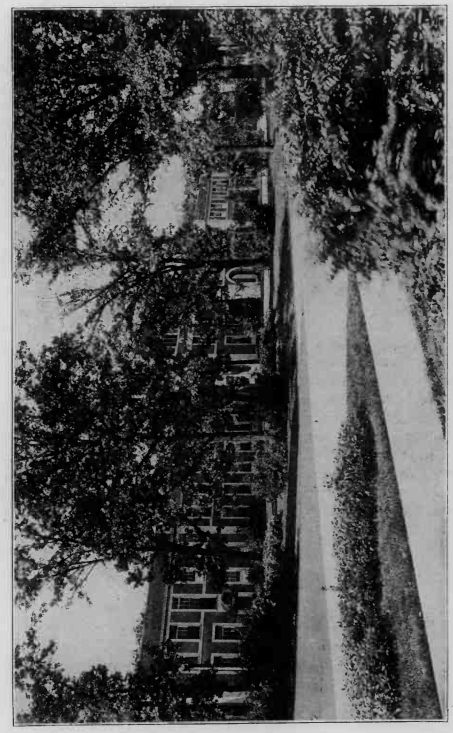


Indoor Relief

Institutional Care

In case relief and treatment in the home are not appropriate forms of service, the County Agent admits the applicant to the County Hospital, the County Psychopathic Hospital, the Oak Forest Infirmary, or the County institution for tubercular patients (located also at Oak Forest) as the case may demand, or supervises the examination which is the basis for admission to the state institutions for the blind and deaf (at Jacksonville), the feeble-minded (at Lincoln), and the insane (at Kankakee, Elgin, Dunning, Peoria and Watertown). In 1913 there were 2,306 such examinations resulting in 1,756 commitments to state insane hospitals, 30 admissions to Illinois Asylum for Feeble-minded Children and 2 admissions to the school for the deaf.

Not only is careful investigation very necessary in all those cases where money and provisions are received from the public, but great care is needed in admitting applicants for aid to the public institutions, as is evidenced by the result of recent investigations made by the County Agent. After a period of lax administration it was possible to reduce the daily population in the County Hospital by four or five hundred by eliminating patients who were political beneficiaries in no way entitled to the service. A large number of inmates at Oak Forest were found who were able to earn their own living or had relatives legally responsible and financially able to care for them. Each institution will be subsequently described in a separate paragraph.



OAK FOREST INFIRMARY

Indoor Relief

Institutional Care

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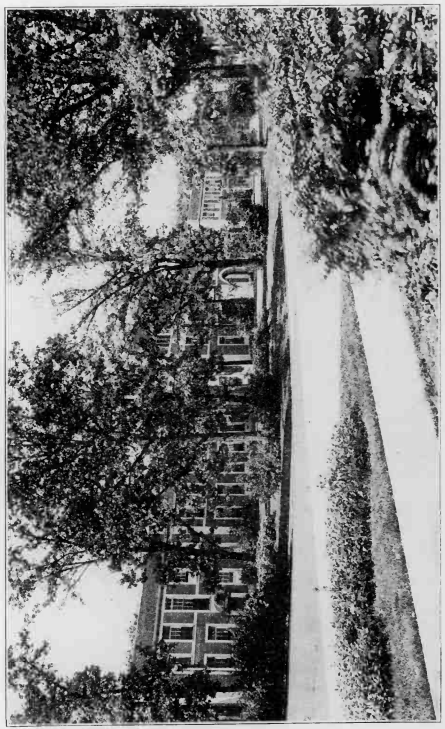

OAK FOREST INFIRMARY

OAK FOREST INSTITUTIONS

The Infirmary

The care of the aged and infirm poor has been since the beginning of the 17th century recognized as a proper charge upon the public. Those who because of chronic feebleness of body, weak mentality or old age, are unable to care for themselves and who have no able-bodied relatives on whom the duty can be rightly laid have been maintained at the cost of the parish in England, the town, in states organized after the township method, or by the county. The method used is sometimes payment to private individuals for assuming the responsibility, boarding them in private homes or caring for them in institutions. Since the cost of their care is borne by the tax-payers, many of whom have very limited resources, great care should be taken to insure the exclusion of all who are not really dependent. It is also important that those who are dependent are cared for as economically as is possible and maintain that measure of comfort, decency and well-being which the state should require for all its charges.

The institution in which Cook County cares for its infirm and aged has been given the name Oak Forest Infirmary in the hope that it may lose some of the horror attached in the minds of the decent poor to "Poor House," "Almshouse," or simply "House." It has been located for the past three years on the beautiful county farm of 340 acres at Oak Forest, which is twenty miles southwest of Chicago on the Rock Island railroad.

The two institutions at Oak Forest are the Infirmary, where the feeble, aged, chronically sick, and a few imbecile or physically handicapped children* are cared for, and the

	Boys	Girls
*Population, December, 1911	38	18
Admitted, 1912	51	36
Discharged	51	26
Died	6	5
Population, December, 1912	31	23
Tubercular:		
Admitted	37	28
Discharged	20	14
Died	3	5
Population, December, 1912	14	9

MAIN DINING ROOM AT OAK FOREST

OAK FOREST INSTITUTIONS

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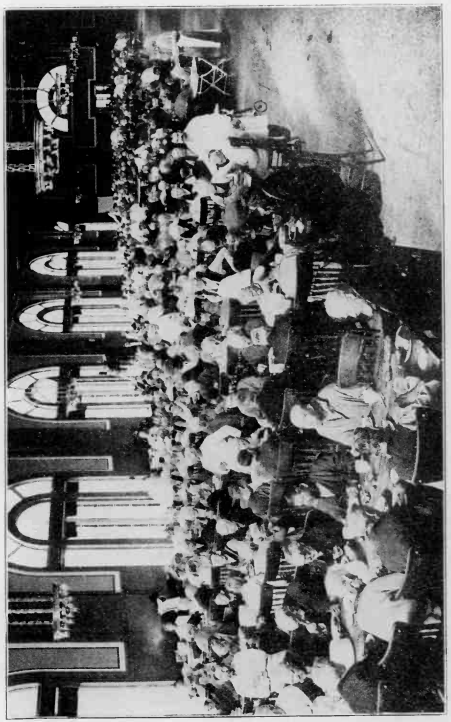
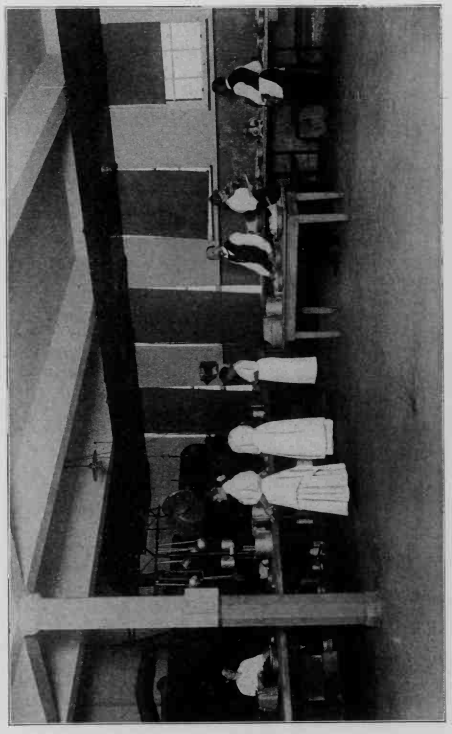


MAIN DINING ROOM AT OAK FOREST

Tuberculosis Hospital. In 1913, the county spent approximately $350,000 for the support of the two institutions and cared for 4,000 persons, the number present at any one time varying between 1,600 in the summer and 2,100 in the winter months. The corresponding appropriation for 1914 is $400,085.

Naturally a large proportion of the inmates are aged, 50 per cent in 1913 being over 60 and 70 per cent over 50 years of age, which is old age among the poor, who have gone to work very young and whose lives of hardship bring them to an early old age. Five hundred were irresponsible, feeble-minded, imbecile or even idiotic. The patients in the Infirmary come, of course, from every kind of family and represent every kind of experience. Thirty-one nationalities beside American were represented among them in 1912, and occupations as varied as brick layers, carpenters, engineers, shoemakers, teamsters, cabinet makers, architects, and actors were found in their midst. The great number of men are, however, unskilled laborers and of the women, housekeepers. Many have lived in earlier days in the country or in smaller towns and have done outdoor tasks. All have worked, although some have spent years in more or less dissipated ways. There are aged and infirm men whose women-folk are dead and feeble old women whose men-folk have died or deserted long ago. There are a few couples passing their last years together there.

The staff of employes to care for so large and so feeble a population is necessarily large, comprising, besides the general and assistant superintendent, five senior and ten junior physicians, a chief and four assistant engineers, three housekeepers, a head cook, a director and two assistant directors of nurses, 62 nurses, and approximately 50 assistants in the various departments connected with the infirmary. From consideration both of economy and of kindness, those who can work should be given the opportunity to do so. This means a very considerable amount of supervision; it also requires the exercise of great ingenuity. They must not be overworked, and their tasks should be so assigned as to give them variety and interest and incidentally reduce the cost of their care. They have in the past been occupied at tasks adapted to their strength, such as making brooms, whisk brooms, mattresses, pillows, overalls and jumpers, besides



KITCHEN—OAK FOREST INFIRMARY

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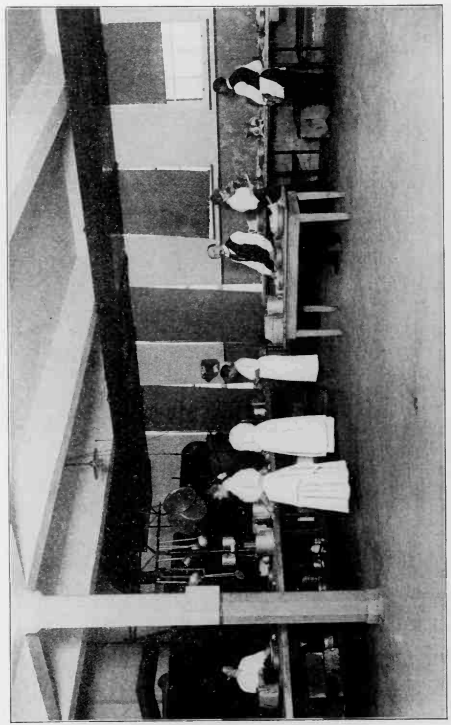


KITCHEN—OAK FOREST INFIRMARY

many other articles. During 1914 the superintendent has, with great benefit to their health and with profit to the institution, undertaken to give them light work about the grounds. One venture has resulted in a phenominally successful chicken farm which supplies chickens and eggs to the tuberculosis patients, and another in the direction of gardening has added variety to the diet and given wholesome occupation to old persons who have been used to doing things with their hands on the land. The question of developing or at least keeping alive such skill as they possess, of possibly finding a market for some of their products, and possibly of paying for certain kinds of tasks are problems to be worked at as the service of this appealing group of dependents grows more intelligent and skillful.

It may be said now that these pathetic charges on the bounty of the state are assured of clean and adequate lodging accommodations, of wholesome food, of comfortable clothing, of light and air, and the sight of beautiful stretches of country, of the reasonable chance to exercise their feeble powers. When one recalls the circumstances from which many of these patients have come, as the following cases illustrate, a reasonable hope of further raising the standard of care does not seem groundless.

The following selected biographies of patients at Oak Forest show the complexity of the human problem involved in the public care of dependents:

A. C. S.—Born October 2, 1846, at Havant, Hampshire, England, and was the son of a Lieutenant General. Educated at Eton, Royal Military College, Sandhurst, and Oxford University. Entered the army in June, 1864. Left the service after seven years, under the terms of the "Act Allowing Officers to Dispose of their Commissions." Studied law, became a barrister in the Middle Temple, London, and was called to the bar in 1874. In 1870 was engaged as military correspondent for the London Times by the late Editor-in-Chief, Dr. Delane. Subsequently coming to Canada in 1872, he landed at Quebec and went to Montreal, where he engaged in the provision export trade between Montreal and Liverpool

Then he became a member of the journalistic profession in New York City, being connected with the New York Herald more or less for several years. On the publication of the Century he joined the editorial staff of the Standard English Dictionary, which was published by Funk & Wagnals, publishers, of La Fayette Place. Came to Chicago early in 1883 and did considerable newspaper work; first with the Chicago Times, then with the Chicago Tribune. Was engaged as editor of the Milwaukee Sentinel until late in 1883, when in June, 1900, he joined the staff of the Chicago American—then a morning paper—as night editor.

In June, 1908, he met with the accident which has led to his unfortunate present condition. In boarding a Wentworth avenue car at the corner of Jackson Boulevard and Clark Street, the conductor started the car suddenly when he was in the act of entering the car, throwing him violently to the ground, and he was taken in the ambulance to the Cook County Hospital. On the subsequent day, June 17th, he fell asleep in the afternoon, and awakening suddenly he found himself with his left side paralyzed, since which time he has been an inmate, first of Dunning and now of Oak Forest.

H. T., seventeen years of age and a cripple, was sent to Oak Forest from the County Hospital, where she had been suffering from erysipelas. At four years of age she was found wandering on the street with her mother. Her father was dead and the mother was found to be insane. H. was placed in the Chicago Industrial School, where she remained until an aunt took her to live with her. When H. was taken ill, her aunt did not wish to care for her longer, and caused her to be sent to Oak Forest. She is a bright child, but there are no associates besides elderly women. An effort is being made to place this child where she can become self-supporting.

A. was born in New York City, April 21, 1889. After her mother's death in 1889, A. and her brother, W., were taken to an orphan asylum by their father. After staying there but a few months, W. went to stay with some relatives in New York, and A., with ten other children, was brought to Chicago. She states they were taken to a children's home where she remained until she was sent to a family in Iowa. She lived there two years. When this family moved to Oklahoma, A. was brought back to Chicago. Upon returning to Chicago, she claims she stayed at the Salvation Army Home near Lincoln Park. While here, she was assaulted by a man and the case was tried before the Grand Jury. Her brother came to Chicago and took her to Iowa. In 1909 she married B. C. They lived together four years and a child was born soon after their marriage. On account of very unpleasant relations with her mother-in-law, A. left her husband, and the child was sent to the children's home in Des Moines. A. was taken sick and sent to the Poor Farm in Iowa. She states that a Mexican, X. K., took her out of the home and they were married September 7, 1913, but he forced her to live an immoral life and she left him, coming to Chicago. A. went to the County Doctor, and he, thinking her pregnant, sent her to the County Hospital in Chicago, and from there she was sent to Oak Forest.

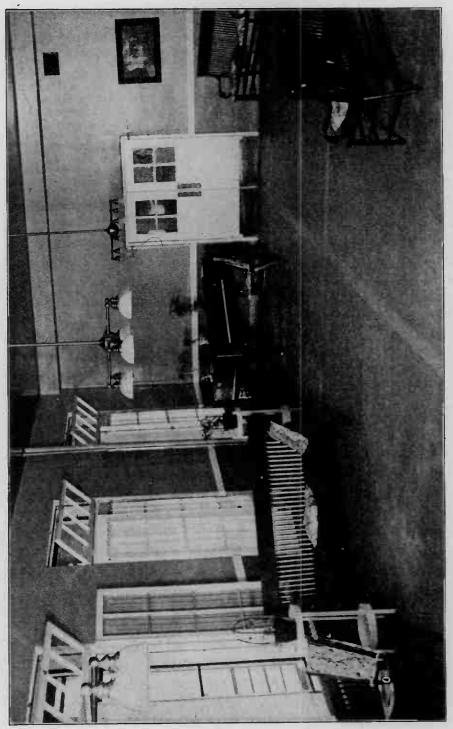
B. D., born in Indiana in 1860, was a simple-hearted American girl, who came to Chicago in 1874, and did general housework. In 1910 she married E. W., and spent her savings on physicians' services for him. He developed insanity and died in 1912, just as plans were under way to remove him to the State Hospital for the Insane. Since his death, she has been ill and is at present confined to her bed with small hope of her recovery. She seems an old woman with her life lived out at the age of fifty-four.

The Tuberculosis Hospital

This hospital is located on the County Farm at Oak Forest, but entirely detached from the Infirmary, both physically and in management, except that the superintendent of Oak Forest is superintendent of both institutions.

The main building of the hospital contains administrative offices, physicians' offices, wards for the advanced patients and private rooms for the dying patients. The building is provided with sun parlors and porches and is entirely modern.

Adjacent to this main building is the general dining hall located on a rise of ground extending north and south with an east view over miles of farm lands, hills and woods. The first floor of this building is devoted to the kitchens, store rooms, refrigerators; the second floor to the refectory. The building is equally attractive without and within, the entire



SUN PARLOR IN THE TUBERCULOSIS HOSPITAL, OAK FOREST

construction being economical, but in good taste as to lines, selection of colors for decoration and utilization of every detail.

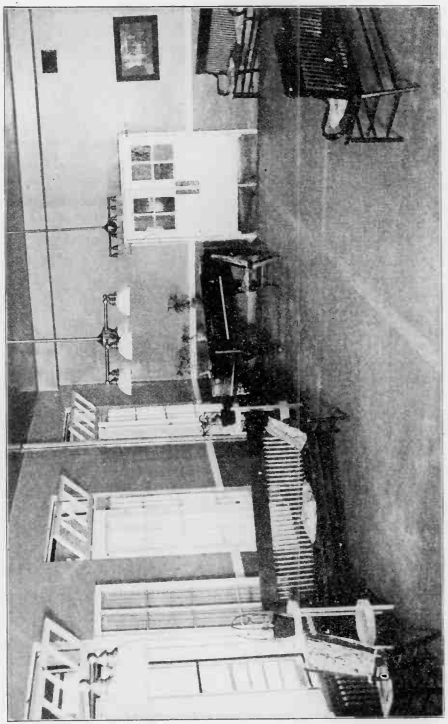
South of the dining hall, flanked by cherry trees and maples, are six open air cottages which accommodate 20 adult patients each. These cottages are of attractive design with the long apex extending east and west. The sleeping quarters are in two wings, the north side having a window for each patient, and the entire south side open to the air but protected by canvas curtains. In the center of each cottage is an enclosed room with a cheery fire place, library table, and books and games for entertainment. Back of this central room are the toilet, bath and locker rooms. These rooms are heated and provide in the coldest weather for comfort while dressing and undressing and during recreation periods. There are two cottages of similar construction at the foot of the hill devoted to the exclusive use of the children, thereby separating the children from the adult population. An open-air school is located nearby.

There are still in use about 80 tents which will gradually be abandoned as they become unusable, the open-air cottage having proven better adapted to the treatment of Tuberculosis.

The chief aim of the Oak Forest Tuberculosis Hospital is to "cure the patient and return him to normal life." The entire life of the men, women and children is therefore ordered with this in view. A hospital regime is maintained. The patients' diet, rest, recreation and work hours are regulated according to his physical strength. Every effort is put forth to induce the patients to become partners with the hospital in this effort to cure them. Visits to the city which result in fatigue hostile to their recovery are therefore discouraged.

A system of careful examination has been inaugurated; a record of each patient is kept, showing the physical findings, the results of the laboratory tests of sputum, blood and urine, statement of his social state, history of his disease, his response to treatment, and other significant facts.

The staff for the Tuberculosis Hospital includes: a business manager, one director and one assistant director of nurses, three senior and six junior physicians, and a teacher for the children who are able to attend the open air school.



SUN PARLOR IN THE TUBERCULOSIS HOSPITAL, OAK FOREST

construction being economical, but in good taste as to lines, selection of colors for decoration and utilization of every detail.

South of the dining hall, flanked by cherry trees and maples, are six open air cottages which accommodate 20 adult patients each. These cottages are of attractive design with the long apex extending east and west. The sleeping quarters are in two wings, the north side having a window for each patient, and the entire south side open to the air but protected by canvas curtains. In the center of each cottage is an enclosed room with a cheery fire place, library table, and books and games for entertainment. Back of this central room are the toilet, bath and locker rooms. These rooms are heated and provide in the coldest weather for comfort while dressing and undressing and during recreation periods. There are two cottages of similar construction at the foot of the hill devoted to the exclusive use of the children, thereby separating the children from the adult population. An open-air school is located nearby.

There are still in use about 80 tents which will gradually be abandoned as they become unusable, the open-air cottage having proven better adapted to the treatment of Tuberculosis.

The chief aim of the Oak Forest Tuberculosis Hospital is to "cure the patient and return him to normal life." The entire life of the men, women and children is therefore ordered with this in view. A hospital regime is maintained. The patients' diet, rest, recreation and work hours are regulated according to his physical strength. Every effort is put forth to induce the patients to become partners with the hospital in this effort to cure them. Visits to the city which result in fatigue hostile to their recovery are therefore discouraged.

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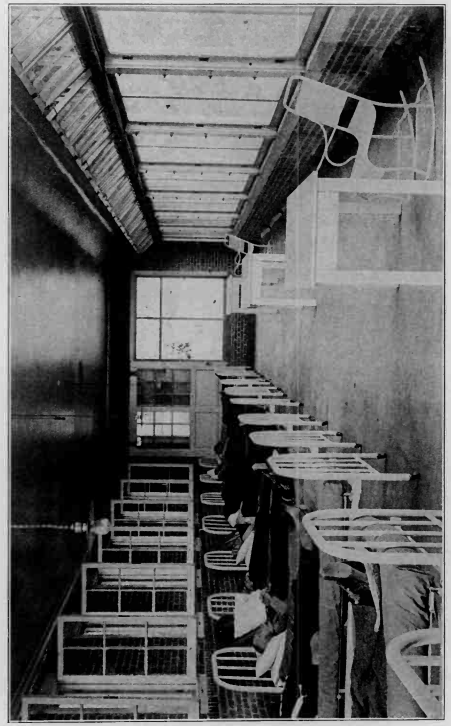


OPEN AIR COTTAGE, TUBERCULOSIS HOSPITAL, OAK FOREST

Many hopeful cases have been discharged from the Tuberculosis Hospital at Oak Forest.

A patient tells the following:

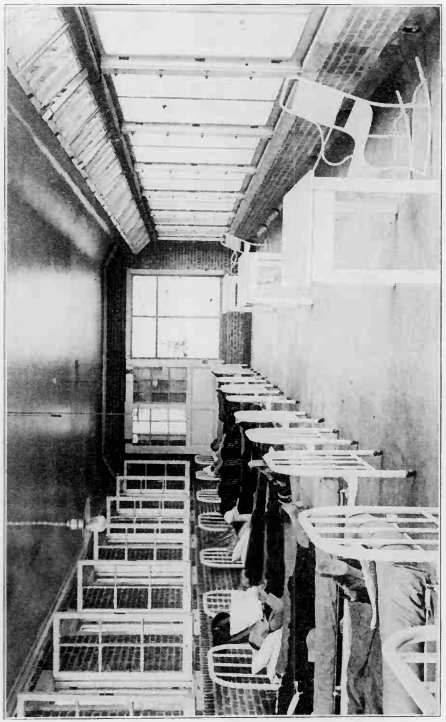
"When I reached the railroad track in front of the hospital, I did not know which way to go. I thought I could live only a few weeks, probably two or three. The future was hopeless. It did not make any difference, for this was the end. A little later, I thought I might live six weeks. Then when I was in the fresh-air ward, I extended the time to three months, and see me now. I am ready to go out an arrested case."

Another:

"You made me take the cure against my will; my life was saved the morning I was pulled out from behind the radiator and put out in a chair. See me now. I have a job; I am going to make my way, but I am coming back to let you know how I am getting along."

Summer Outings

Attention has been called to the fact that the daily population of the Oak Forest Infirmary is much larger in the Winter than in the Summer. It is possible for many aged or infirm persons either to care for themselves in the Summertime, or to find support with relatives when fuel is not needed and lighter food will prove adequate than in the Winter. The unoccupied space at the Oak Forest Infirmary has been utilized during the Summers of 1913 and 1914 to give Summer outings to women with children who are usually in receipt of outdoor relief from the office of the County Agent. For 1914, an appropriation of $2,500 was made for salaries of those in charge of this outing camp and for incidental expenses. The general cost of maintenance is borne from the regular institution funds. During the night these women and children sleep in those portions of the infirmary which would otherwise be vacant at that time of year. They eat in the general dining room at a time when the patients are not being served, and portions of the grounds not frequented by inmates of the institution are likewise set apart for their play and recreation. For their care, their guidance in recreation and amusement, and for their instruction, persons are employed who are trained in the direction of supervising the play of older and of little



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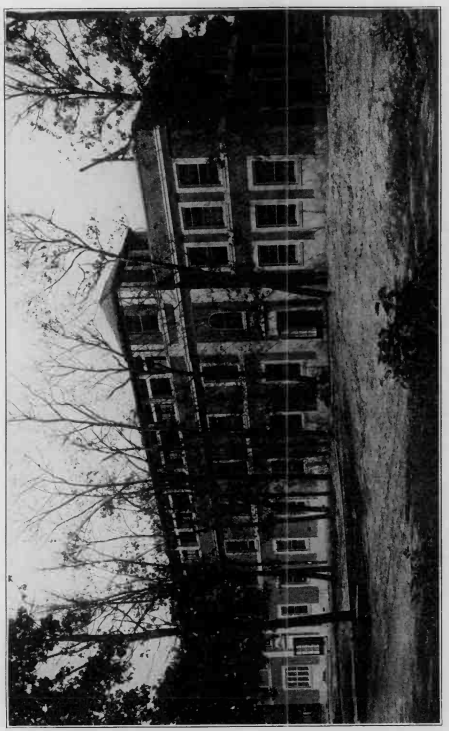


NEW HOME FOR TUBERCULOSIS NURSES—OAK FOREST.

children and of counseling the women. As has been said, this opportunity for outing is limited to those families who are the recipients of the outdoor relief from the County Agent. Should the experiment finally justify itself, undoubtedly further provision of a more suitable and appropriate kind will be made.

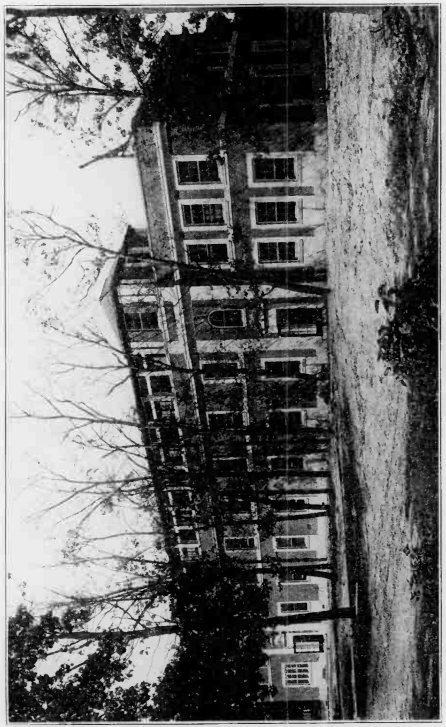
County Hospital

The County Hospital is the second largest hospital in the world. It is a general hospital, including departments of surgery, medicine, obstetrics, gynecology, nervous and mental diseases, children's diseases, tuberculosis, diseases of the eye, ear, nose and throat, skin and venereal diseases, contagious diseases, orthopedic surgery, pathology and pathological chemistry.

27,887 persons, having an acute illness, (an average daily population of from 1,300 to 1,700 men, women and children) were admitted to the County Hospital as patients during 1913 and 21,281 out-patients with minor injuries not serious enough to require hospital care were given attention in the dressing room. The total cost of running the hospital for 1913 was $159,059.37, which averages $1.31 per capita per day. Many improvements in the old structure have been effected. The laundry of the hospital, formerly inadequate, unclean and insanitary, was enlarged a year ago and conditions were much improved. Necessary fire doors, fire drills and additional fire guards have been provided, lessening danger from fire.

The chief executive officers of the hospital are a warden, two assistant wardens and a superintendent of nurses. There is also a consulting staff of 22 physicians and an attending staff of 78 physicians; 60 internes; and nearly 300 nurses supplied on yearly contract by the Illinois Training School, a volunteer body of public spirited women, who for thirty-four years have supervised the training of nurses and supplied skilled service to the sick and poor of Cook County.

The present medical staff, secured through Civil Service examinations, is said to be superior to that of any private hospital in Chicago. The efficiency of the medical work has been greatly increased by newly prescribed hours and standards of service; by a system of measuring and recording the service rendered by each chief physician and his assistants;



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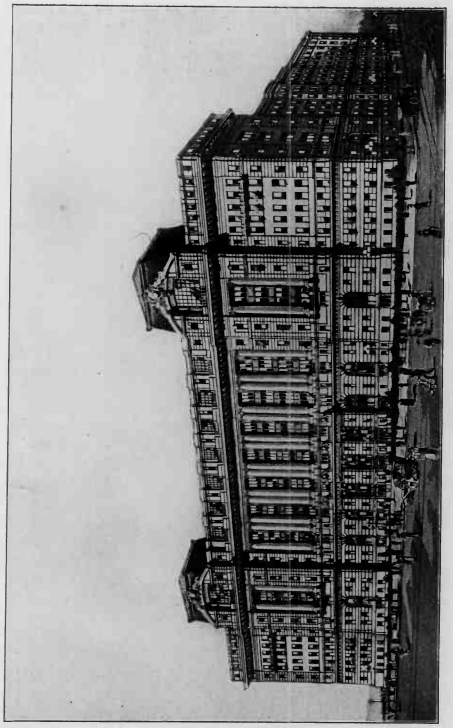


COOK COUNTY HOSPITAL.

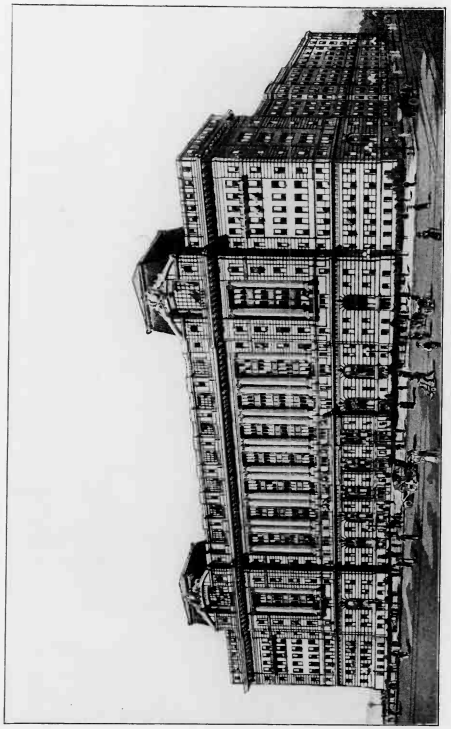
and by holding each chief responsible for the work of his entire department.

The efficacy of treatment and rapidity with which a cure may be effected, depends in part on the mental condition of the patient. If a father is disturbed because the illness or injury from which he suffers deprives his wife and children of their usual support, or a mother fears the neglect and suffering of her little children due to her absence, or a young man knows his mother is in want, or an old person frets from the lack of some accustomed presence, if the stranger who understands no English is both frightened and confused by the strange conditions which no one explains, as well as oppressed by an overwhelming loneliness, the most skilled physician will fail and the most efficacious medicine prove of no service. Furthermore, an effectual cure may prove very transitory if a patient goes back into the very conditions which gave rise to the earlier illness. In large numbers of cases, to render service given at such cost in the hospital of permanent value, other forms of aid must be available for the patient on leaving. Sometimes it means finding temporary employment of a lighter kind, making provision for the young mother so that she can care decently for the baby born in the hospital, finding the way to aid and sustain the girl whose wretchedness has led to an attempt at suicide. The recognition of the wastefulness of leaving undone these services without which the others seem so much less effectual is being more and more recognized. The Illinois Training School has therefore maintained a Social Service Department, through which such assistance as has been described is offered to the patients in the hospital and to those leaving. Special provision for this department is included in the contract between the County and the Training School.

County Psychopathic Hospital

The new Psychopathic Hospital associated with, but detached from County Hospital, was completed in June, 1914, and supplanted the Detention Hospital.

It is a brick building of pleasing appearance with ample porch space, adequate in the number of beds, and so planned as to permit of unlimited expansion. It is fireproof throughout with the necessary window bars hidden in the glass, so



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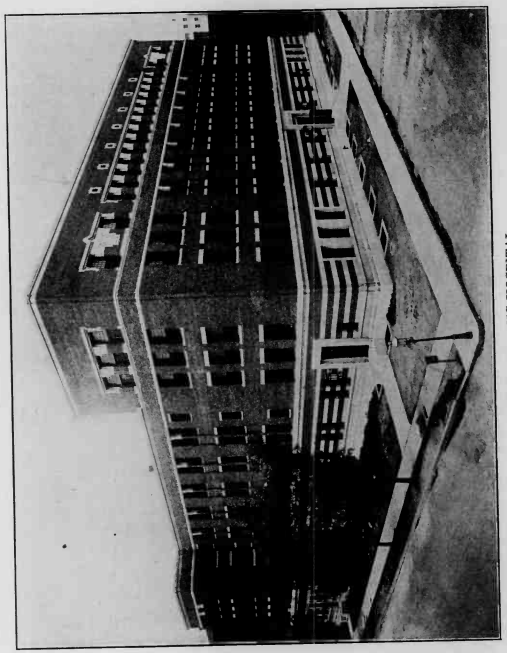


PSYCHOPATHIC HOSPITAL

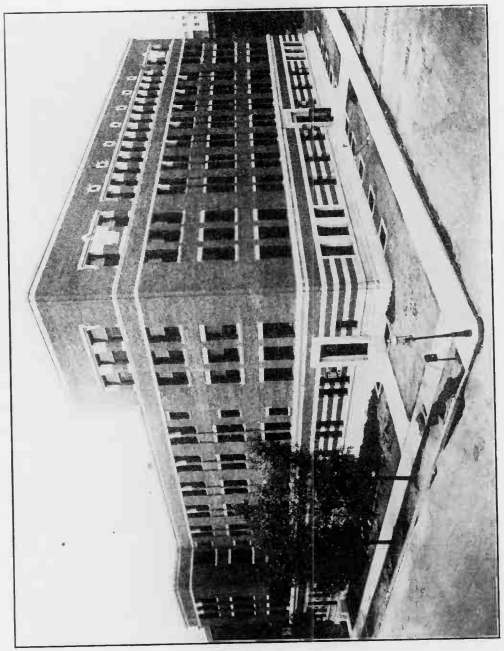
that it presents the appearance of an ordinary hospital. This hospital was built in record-breaking time, ground being broken in September, 1913, and patients admitted in June, 1914. It was built at a cost of $2,160 per bed, which considering the large number of private rooms and the expensive apparatus for hydro-therapeutic treatment, is a remarkably low rate per bed.

The hospital is designed for the temporary care of the mentally ill of Cook County who are held under observation pending the trial which the State Insane Law unfortunately makes necessary before commitment. Its erection gives opportunity, never before given in the county, for the scientific treatment of persons suffering from mental disorders. The hospital is equipped with all the apparatus which can mitigate the condition of these unfortunate patients. One commendable feature is that the hydro-therapy apparatus, consisting of baths, sprays, douches and showers, which not infrequently in even first-class hospitals is placed in the basement to the detriment of patients, is installed on the fifth floor, so that pleasant surroundings, light, air and sunshine make their contribution to the treatment. Another feature which adds greatly to the patients' comfort is the installation on every floor of tubs for the prolonged baths given "disturbed patients." With these baths accessible to every ward, the problem of controlling violent cases is practically solved. Violent patients remain quiet for hours under their soothing influence, and the baths thus take the place to some extent of sedatives and restraints.

2,477 patients were cared for during 1913, 787 of whom were from 10 to 30 years of age and 1,230 from 30 to 50 years of age. There is an out-patient department located in the hospital for dispensary work with these mental cases, and there is also a social service department for the pre-commitment or dismissed cases.

Social Service Investigators in Cases of Alleged Insanity

The determination of a person's sanity is reached after a trial before the County Court. The Court's decision is based upon the conduct of the individual and the social and economic circumstances of the case. These facts are essential to a proper decision and often are the deciding factor for prescribing forms of treatment which may be secured



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through co-operating agencies. The mental disturbance may be incipient and yield to the brief period of rest under observation in the Psychopathic Hospital, or may be caused by some conditions of poverty, domestic mal-adjustment, wrong conditions of employment or other circumstances which can possibly be so altered as to remove all necessity of commitment of the individual to a Hospital for the Insane. If such is the result of the inquiry, it means economy for the taxpayers of the county, and it also means the prevention of incalculable misery on the part of the patient and humiliation and suffering on the part of his relatives. The County Court, therefore, avails itself of investigators, trained nurses and social workers who can obtain and present to the court these essential facts. For the social investigators thus connected with the County Court in 1914 $11,000 was appropriated.

Support Department of County Court

The obligation placed by the pauper act on relatives to support their kin is enforced by the State's Attorney by action brought in the County Court. Before bringing action, the State's Attorney must convince himself that the relatives are really able to render the support or at least to make a contribution. Frequently appeal to the county is made only after all resources have been exhausted, and the relatives of the destitute, while not destitute, may be very near the poverty line. And as it would be wasteful to require contributions from one to the support of another which would render the contributor likely to become dependent, the court has been authorized to use investigators to secure the data necessary for really intelligent decisions. Frequently it is possible to secure the payments without court action, and often the payments are made under order of the court to the Clerk of the Court and distributed through the State's Attorney's office.

In 1913, there were 922 suits commenced and tried, involving 3,827 persons, and $94,286.00 was collected by the Clerk of the County Court and paid over to the beneficiaries.

Bureau of Public Welfare

The purpose of all the expenditure of money, strength and skill in the charity service is that the misery of the community may be lessened, the health of the public safeguarded, the earning capacity of the able-bodied conserved. If the spirit of the law is observed, it means the gradual development of a charity service able to render the aid offered in such a constructive and intelligent manner as to make it really effectual and, so far as possible, preventive of needless poverty, sickness and wretchedness. Even with the service as it has developed, the foot ball often of political parties, the plaything for political ends, there is in the ordinary performance of duty an enormous amount of simple, humble, unrecognized devotion and kindness. The attendants at the Infirmary, the nurses in the hospital, the other members of staff, give not only the service for which they are paid, often most inadequately, but genuine human sympathy. But their duties often become a routine matter, and when hundreds are cared for it is difficult to remember always that each has his own problem of misery and need. Often the patient is reluctant to confide in the attendant or nurse with whom he comes in frequent contact. The necessity of devising ways of discovery when these special services should be offered has, therefore, been apparent to many who are concerned with the more efficient administration of the County Charity Service.

Moreover, the same necessity which has arisen in the County Hospital and in the County Court for supplementing the ordinary machinery of the institution by the creation of a Social Service Department has been recognized in connection with Oak Forest, the Jail and various institutions for children. Therefore, in 1914 the Bureau of Public Welfare was created to render such services as these in connection with the institutions named.

There is a Director of the Bureau, two Welfare Workers in service at Oak Forest, two at the County Jail, and two in connection with the institutions to which children are committed by the Juvenile Court. In the first six months after the organization of the Bureau, 711 cases were handled of which 308 were at Oak Forest, 238 at the jail and 168 in connection with the children's institutions.

The circumstances of 180 patients at Oak Forest have

been inquired into minutely, resulting in 24 per cent of these patients being returned to normal life or removed to hospitals for treatment of their ailments or placed in special institutions more suited to their needs. Thus Oak Forest has been relieved of their care, the patients have been given the chance of normal living and recovery, and, merely as a byproduct, Cook County has been saved an annual expenditure of $6,336. At the suggestion of the Bureau, the County Board has appointed a psychologist to examine into the mental condition of all patients who appear to be inadvisably held in the Infirmary. A statement has been prepared of the condition of 78 blind inmates of the Infirmary, and submitted to a leading oculist, who will make examinations in all cases where the patient desires it.

Not only the circumstances incident to crimes committed by 238 boys have been reviewed by the two workers assigned to the jail, but an inquiry has been made into the boys' home surroundings, work record and previous court records, if any, to determine what kind of boys they are. These findings are submitted to the judge at the time of the boy's trial, and furnish a basis for his decision, and often prevent injustice. The work has resulted in many boys profiting by an early hearing of their cases, a mitigation of sentence, a commitment to Pontiac rather than the House of Correction, return to parents in other states, or trial on probation.

The parents and relatives of 165 children who are supported by the county in orphanages have been searched out, and a re-examination of the circumstances of these families instituted. As a result some children are living now in normal homes, and others who were formerly dependent upon the county have been given a greater sense of independence, their board now being paid out of their rightful heritages. Eighteen per cent of these children have been removed from County support, and other cases are now being investigated, with a probable total annual saving to the county of $6,610. This, however, is a result and not the purpose of the work. The Bureau is doing much to humanize the charity service.

For the members of the investigating staff and the necessary clerical aid there was appropriated (for 9 months) for 1914, the sum of $8,325.

Courts of Cook County

The judicial system of Illinois is elaborately regulated both by the Constitution (Sections III and IV) and by statute (Illinois Revised Statutes, Chapter 37). Cook County has a County Court the same as other counties, but instead of a Circuit Court, it has three courts, i.e., the Circuit, the Superior and the Criminal Court. In counties having a population of over 50,000 the constitution allows the establishment of a separate Probate Court, and the legislature has provided for the creation of a Probate Court in Cook County.

The County Court hears cases for the collection of taxes, and is given a number of special functions by statute, such as passing upon questions of alleged insanity, and the judge of the court has important duties in connection with the election machinery.

The Circuit and Superior Courts have concurrent jurisdiction; that is, the majority of cases which can be brought in one could be brought as well in the other. Each has the same work as a Circuit Court in another county with the exception of the criminal work. Their judges must have the same qualifications as the Circuit Court judges in other counties; that is, they must be citizens of the United States, 25 years of age, who are residents of the county and have lived in the state five years.

The Criminal Court, whose work is indicated by its name, is held by judges of the Circuit and Superior Courts assigned for the criminal work. The judges of the Circuit Court annually select one of their number to serve as judge of the Juvenile Court.

The Probate Court has charge and control of the estates or property of deceased and insane persons and of minors.

The County Judge is elected on the Tuesday after the first Monday in November every four years, beginning 1882, e.g., 1914 and 1918. The term begins on the first Monday in December after the election. There are now fourteen judges of the Circuit Court elected at the same time as the other Circuit Court judges, that is, the first Monday of June

every six years beginning 1883, e.g., 1915 and 1921. An act of the General Assembly passed in 1911 governs future elections of judges of the Superior Court. There will be one judge elected on the first Monday in June every six years, beginning 1915; six on the first Monday in June every six years, beginning 1916; four on the Tuesday after the first Monday in November every six years, beginning 1911; one on the first Tuesday in April every six years, beginning 1913. Each of these twelve judges takes office on the first Monday in the December after his election. The other six judges are elected on the Tuesday after the first Monday in November every six years, beginning 1911, and take office as soon after election as they can qualify. The judge of the Probate Court is elected on the first Monday in November every four years, beginning 1882, e.g., 1914 and 1918. The term of office begins on the first Monday in December next after election.

The Judge of the County Court receives from the County a salary fixed by law at $10,000. Judges of all the Circuit Courts in Illinois receive their salary from the State Treasury, but the constitution provides that an additional compensation may be allowed the judges of Cook County Circuit and Superior Courts by law, to be paid from the treasury of Cook County. The judge of the Probate Court receives from the County a salary fixed by Statute at $10,000.

Judges of the County and Probate Courts are elected at the same time as the County Clerk and members of the General Assembly in the elections between the elections of Governor. Because of the time of the election, the choice of the Probate Judge, of the County Judge and of the County Clerk, is apt to be unduly influenced by party politics.

The Clerks of the Courts

The administrative functions of each court are discharged through its Clerk. He receives and files all documents or papers in any suit or proceeding, makes and preserves complete records of the proceedings, determines the costs and makes up and certifies copies and transcripts of such records. He also issues processes of the court, approves bonds, administers oaths, draws jurors and certifies the names drawn to the Sheriff, issues juror's certificates, collects fees and keeps and pays out moneys deposited with him.

The Clerks of the Circuit, Superior, Criminal and Probate Courts are elected for a four years' term. Each receives $9,000 a year, the salary having been raised from $5,000 in 1909. In 1914 the four offices had 183 employes, the majority being clerks of different sorts, typists, stenographers and record writers. Of these, 52 were in the office of the Clerk of the Circuit Court, 41 in that of the Clerk of the Superior Court, 35 in that of the Clerk of the Criminal Court and 55 in that of the Clerk of the Probate Court. The total salary appropriation for the four offices for 1914 was $300,243.30 and the appropriation for expenses brought the total budget up to $311,243.30.

The Adult Probation Department

The establishment of the Adult Probation Department grew out of the following circumstances: The administration of justice had proven so unsatisfactory in a certain type of criminal cases that in 1911 the judges of the Criminal and Municipal Courts were authorized by the Adult Probation Law,[1] to use the modern method of probation in the case of first offenders convicted of certain specified offenses, where treatment after this method seemed in accord with the interests of society and where reformation seemed reasonably certain.

The offenses specified by the act are (1) violation of municipal ordinances where the offense is likewise a violation of a statute; (2) obtaining, under false pretenses, money not greater in amount than $200; (3) attempting to commit or committing burglary in a place other than a business house or habitation; (4) committing larceny, embezzlement or malicious mischief where the amount involved is not greater than $200; (5) all misdemeanors not otherwise limited in the act. Persons convicted for the first time of any of these offenses are released on probation, some for six months, some for a year.

The department consists of a chief probation officer, whose salary is $3,000 a year, and 20 probation officers. These officers are appointed by the judges of the Circuit

1. Illinois Revised Statutes, chapter 38, p. 509a-q.

Court and of the Municipal Court, sitting jointly, and act under rules formulated by a committee appointed by these judges. The probation officers must be at least 25 years of age and trained in skillful investigation. It is the duty of the officers (1) to assist the judge in deciding whether or not he will take this action by making the necessary investigation and reporting to the judge in writing (a) the habits and previous conduct of the accused; (b) the number and age of his dependents, and, (c) all other facts which will enable the judge to arrive at a wise decision in the case: (2) to watch over the persons committed to their supervision and guardianship, requiring monthly reports of them, not allowing them to leave the state without court permission, co-operating with all the agencies in the community for their protection and upbuilding, and doing all in their power to restore them to the community as law-abiding persons.

During the year ending September 1st, 1913, 352 persons were admitted to probation by the judges of the Criminal Court, and 2,522 by the judges of the Municipal Court, 688 of the latter number being admitted to probation by the judge of the Court of Domestic Relations.

The cost of maintaining the department is shared by the County and the City of Chicago. The amount appropriated by the County for 1914 was $15,080 of which $14,380 was for salaries.

The Juvenile Court

The Juvenile Court should be considered from two points of view. In so far as it handles delinquent children, it is a branch of the Circuit Court, which decides only questions involving the interests of young persons. In these cases the judge, elected as a Circuit Court judge and assigned annually to service in the Juvenile Court by the group of which he is a member, exercises a strictly judicial function under the provisions of the Juvenile Court Law.[1] While he treats the offenders who are brought before him rather as offending children than as youthful criminals, there is a clear connection between the function he exercises and the functions exercised by Criminal Court judges and Circuit

[1]Illinois Revised Statutes, Chapter 23, p. 169.

Court judges in other jurisdictions. In so far as he handles the cases of those children designated by the law as "dependent and neglected," his function is not so simple. When the parents are sober and decent, but too poor to care properly for their children, the problem is purely one of securing aid, either in their own homes (Funds to Parents) or in institutions, as seems best. When neglect is found, as in cases where there is degradation, drunkenness or immorality, the decision is again a judicial function, and the children are removed from the custody of the parents and committed to institutions as a measure of discipline and precaution.

During the year 1913, 4,695 children came before the Court. Of this number 1,955 were delinquent (1,363 boys and 592 girls), 2,111 were dependent (1,089 boys and 1,022 girls) and 629 were children of families aided under the Funds to Parents Act. Their cases were disposed of as follows: 685 delinquent children (468 boys and 217 girls) and 1,200 dependent children (690 boys and 510 girls) were committed to institutions;[1] 979 delinquent children (689 boys and 290 girls) and 1,307 dependent children (615 boys and 692 girls) were placed on probation, under the Juvenile Court law or under the Funds to Parents Act; 299 were dismissed; 172 were placed in farm or city homes; 27 were referred to the County Agent; 20 were assigned to miscellaneous Orders; and 6 were bound over to the Grand Jury. The table on page 54 shows the distribution of the children among the institutions to which the Juvenile Court commits delinquent and dependent children.

In addition to dependent and delinquent children, those found to be habitual truants or incorrigible in school are brought before the Juvenile Court to be committed to the Chicago Parental School. This work is done as an aid to the educational authorities, and need not be described here.

Because the judge performs duties both purely judicial and of an administrative character, he needs a large staff of assistants of varied capacity. For 1914, the County maintained a staff of 79 probation officers, and the City assigned 35 police probation officers to service in the court. The Chief

[1]To such of these as are organized under the Industrial School Act or under the Manual Training School Act the county pays $15 a month for each girl's case and $10 a month for each boy. The appropriation for these payments for 1914 was $180,000. The others receive no compensation, but must have been approved by the Secretary of the State Board of Administration.

Probation officer received a salary of $300 a month, and his assistants salaries ranging from $90 to $150 a month. The total salary appropriation by the County for the Probation Service of the Juvenile Court for 1914 was $129,280.

Funds to Parents

A new form of relief is that granted by the Juvenile Court under the so-called "Funds to Parents" law and administered jointly by the Court and the County Agent.

These "funds" are granted by the Juvenile Court after full investigation by the Funds to Parents' Department of the Court and by the County Agent, to indigent mothers, with children under fourteen years of age, whose husbands are dead or totally incapacitated for work. The recipients must be citizens of the United States and have resided in the County for at least three years. The mother must, however, in the judgment of the court be a fit person to make a home for the children, and the home must reach a minimum standard of efficiency. The amount of the pension, which in no case exceeds $50.00 a month, is based on the estimate of a dietitian who considers the age and health of each member of the family. A trained visitor from the department guides the mother in her care of the children and the economical expenditure of the allowance.

In 1913 six hundred and eighty mothers received pensions in support of 2,281 children, amounting to $132,002.69. The appropriation for 1914 for this purpose was $100,000.

Juvenile Detention Home

An important institution supported jointly by Cook County and the City of Chicago is the Juvenile Detention Home, where children are kept temporarily awaiting action by the court. In 1913 the number cared for was 3,403, of whom 2,008 were delinquent boys, 694 delinquent girls, 393 dependent boys and 308 dependent girls. For the delinquent children the Home serves in place of the old-time police station or jail where, prior to 1889, children charged with committing any offense against the law were confined with hardened criminals. For the dependent children coming from homes of misery and degradation, it serves as a

refuge until permanent provision can be made for their care.

The work of the Home is very difficult and very important. The children when brought in are usually neglected and dirty, and must be thoroughly cleansed. They are examined at once and given medical and dental care as required. Although they are there for periods varying from part of a day to several weeks, and their ages vary from less than a year to seventeen years, they must be kept occupied and so far as possible, instructed. Therefore, a separate school is maintained by the Board of Education, supplied with a kindergartner and four teachers.

During 1914 the children were cared for physically by a physician, five trained nurses and a dentist. A psychopathic laboratory is maintained under the direction of a skilled psychologist, where tests are made of sub-normal children and the results transmitted to the Judge of the Juvenile Court. A superintendent, 24 attending nurses, two matrons and other necessary employes are also on duty.

The County appropriated in 1914 a total of $42,615 for salaries.

INSTITUTIONS TO WHICH THE JUVENILE COURT COMMITS DELINQUENT CHILDREN

			No. committed in 1913
St. Charles School for Boys	St. Charles, Illinois		183
John Worthy School for Boys	Twenty-sixth street and California avenue, Chicago		261
State Training School for Girls	Geneva, Illinois		46
Refuge for Girls	5024 Indiana avenue, Chicago		54
House of the Good Shepherd	Grace and Clark streets, Chicago		112

INSTITUTIONS TO WHICH THE JUVENILE COURT COMMITS DEPENDENT CHILDREN

Industrial Schools for Girls

Park Ridge School for Girls	Park Ridge, Ill.	Protestant	50
Illinois Technical School for Colored Girls	4900 Prairie Ave., Chicago	Catholic	54
Catharine Kasper Indust'l Sch	2001 Devon Ave., Chicago	Catholic	80
Lisle Industrial School	Lisle, Ill.	Catholic	28
Chicago Industrial School	Des Plaines, Ill.	Catholic	113
Amanda Smith Industrial Sch	North Harvey, Ill.	Protestant	16
St. Hedwig's Industrial School	Niles Center, Ill.	Catholic	81
Bohemian Industrial School	4061 No. 40th Ave., Chicago	Free Thinker	3

Manual Training Schools for Boys

St. Mary's Training School	Feehanville, Ill.	Catholic	182
Polish Manual Training School	Niles Center, Ill.	Catholic	106
Kettler Manual Training School	2001 Devon Ave., Chicago	Catholic	117
Glenwood Manual Training Sch	Glenwood, Ill.	Protestant	104
Lisle Manual Training School	Lisle, Ill.	Catholic	46
Bohemian Manual Training Sch	5061 No. 40th Ave., Chicago	Free Thinker	4
Louise Manual Training School	6130 Ada St., Chicago	Protestant	18
Cook County Kinderheim	Hirsch and Rockwell Sts.	Protestant	38

Certified Institutions Caring for Dependent Children

Central Baptist Orphanage	Maywood, Ill.	Protestant	2
Chicago Foundlings' Home	15 S. Wood St., Chicago	Protestant	
Chicago Ind. Home for Children	1132 Washington Blvd., Chic.	Protestant	4
Chicago Orphan Asylum	5120 S. Park Ave., Chicago	Protestant	
Evangelical Luther Kinderfreund Society of Illinois		Protestant	
Frances Juvenile Home	3929 Indiana Ave., Chicago	Non-Sectarian.	
Ill. Children's Home & Aid Soc.	209 S. State St., Chicago	Non-Sectarian.	59
Jewish Home Finding Society of Chicago	720 W. 12th St., Chicago	Jewish	7
Norwegian Luth. Child. Home	Edison Park, Ill.	Protestant	
St. Vincent's Infant Asylum	721 La Salle Ave., Chicago	Catholic	61

Not in State Agent's List as Certified

St. Mary's Home for Children		Episcopalian...
Chicago Home for Boys		Non-Sectarian.
Jewish Home for the Friendless		Jewish
Chicago Home for the Friendless		Non-Sectarian. 14
St. Joseph's Catholic Home for Children		Catholic

Schools of Cook County

Cook County outside of the city of Chicago contains one hundred and seventy-five school districts, one hundred and one of which are typical one-room, one-teacher rural schools; twenty-eight have two teachers each; nine have three, and five districts have four teachers in their employ. The remaining thirty-two districts employ a number varying from five up to one hundred and seventeen each. The "Oak Park" district employs the greatest number of teachers. Besides these, there are fourteen township high schools and two other high school districts, making a total of one hundred and ninety-one different school districts, each governed by a separate board, one-third of whose membership is elected annually by the direct vote of the qualified electors. Districts having a population of less than one thousand inhabitants are governed by boards of directors consisting of three members, while those having a population of more than one thousand elect boards of education consisting of a president and six members. Provision is made by statute for the enlarging of these boards as the population increases. The revenue of each district is derived from a direct tax levied upon the assessed valuation of the property in the district and a small amount received as each district's proportionate share of the state school fund.

The school funds of the various districts in each congressional township are in the possession and care of the township school treasurer, who is elected biennially by the school trustees. The title of all school property is held in the name of the trustees.

The qualified male voters of Cook County elect quadrennially a county superintendent of schools who enters upon the discharge of his duties on the first Monday of December after his election. Before taking office he must execute a bond to be approved by the County Board or the Judge of the County Court.

During the past four years the following progressive ideas in rural education have been inaugurated:

Teachers' minimum salary schedule.

Preparatory training for teachers required before the issuing of certificates.

Uniform course of study and text-books.

Annual country life festivals and school "County Fairs."

Achievement clubs for boys and girls.

Country Life Leaders (Community Secretaries) and All the Year 'Round Field Schools in charge of wanderlehrers.

Cook County is the first community in America to employ community secretaries and wanderlehrers. The eyes of the educational world are focused on the outcome.

COOK COUNTY CIVIL SERVICE

YEAR 1914

PAID EMPLOYEES AND MONTHLY SALARIES

CLASS	CLASS OF SERVICE	County Hospital		Oak Forest		County Agent		Bureau of Public Welfare		Juvenile Detention Home		Juvenile Court		Public Service		Civil Service Commission		County Board		TOTAL	
		No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary	No.	Monthly Salary
		140	No Salary																	140	No Salary
A	Medical	8	$ 966.33	20	$2536.67	19	$1200.00	....	.....	2	$ 200.00	2	$ 516.66	....	.....	....	.....	....	.....	51	$ 5491.66
B	Nursing	33	2060.00	110	8772.06	....	.....	....	.....	33	2285.00	....	.....	....	.....	....	.....	....	.....	184	10137.06
C	Clerical	32	2652.50	11	801.66	22	1865.00	4	$245.00	4	235.00	18	1399.98	19	$1983.33	13	$1433.33	4	$491.66	127	10967.46
D	Court Officer and Charge	9	760.00	3	225.00	....	.....	....	.....	2	147.50	....	.....	....	.....	....	.....	....	.....	14	1152.50
E	Investigating	....	.....	....	.....	39	4336.83	....	.....	....	.....	....	.....	....	.....	....	.....	....	.....	39	4336.83
F	Legal, Educ. and Public Welfare	....	.....	1	100.00	....	.....	7	680.00	....	.....	....	.....	....	.....	....	.....	....	.....	8	780.00
G	Operating Engineer	27	2844.50	16	1525.00	....	.....	....	.....	....	.....	....	.....	....	.....	....	.....	....	.....	43	4369.50
H	Janitor and Janitress	89	5735.00	12	335.00	1	65.00	....	.....	9	570.00	....	.....	....	.....	....	.....	....	.....	121	6725.00
J	Culinary and Domestic	166	9665.00	50	2314.16	13	975.00	....	.....	4	215.00	....	.....	....	.....	....	.....	....	.....	233	12369.16
K	Skilled Labor	33	2654.80	5	270.00	....	.....	....	.....	....	.....	....	.....	117	14111.60	....	.....	2	225.00	157	17261.40
L	Labor	7	425.00	....	.....	....	.....	....	.....	1	63.00	....	.....	....	.....	....	.....	....	.....	8	515.00
		1-9	No Salary																	140	No Salary
		414	27605.13	238	13693.67	94	6350.83	11	925.00	55	3712.50	29	1916.64	139	16294.93	13	1433.33	6	$716.66	985	$74164.99

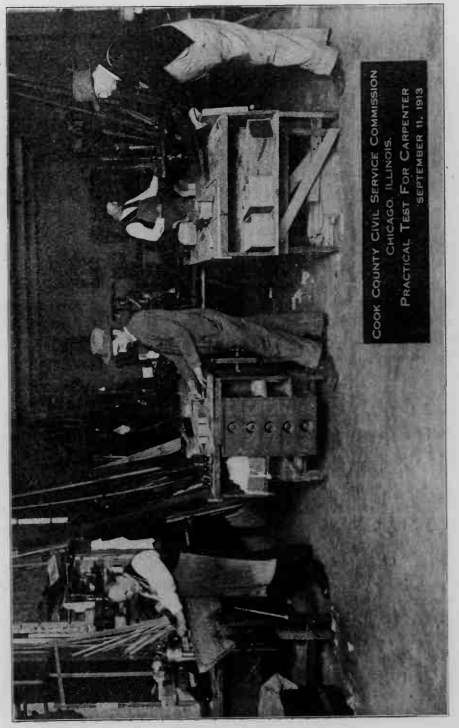
The Civil Service Commission

The Civil Service Commission is the expert employment agency of the County. The Commissioners, three in number, are appointed by the President of the County Board to serve on the Commission for three years,[1] the Law providing that not more than two members shall at the time of appointment be members of the same political party. The President may, in his discretion, remove any Commissioner for incompetence, neglect of duty, or malfeasance in office, stating his reasons in writing to the Board of County Commissioners.

The 1914 Apropriation Bill provided for 1,142 positions under Civil Service jurisdiction, which were classified by the Commission into 169 different grades of service. These positions came within the general scope of the eleven classes indicated in the chart on page 57, covering positions as various as Druggist, Business Manager, Roentgenologist and Public Welfare Worker. The 1,142 persons in the classified Civil Service are employed largely in the charity branch, the so-called fee offices being exempt under the present Civil Service Law, which was enacted in 1895. The enactment of a comprehensive Civil Service act, covering in a unified service all County employes, would make for economy, efficiency and stability of service.

The Nineteenth Annual Report of the Commission shows that during 1913 one hundred and eighty (180) examinations were held for 5,909 applicants, and that 137 citizen experts in various lines gave their services to assist the Commission in selecting from this large number of applicants those persons best qualified to serve the County. The Commission has inaugurated a practical test for many examinations, and uses this test, or an oral interview, to supplement the written papers on duties and past experience in trying out the merit of the applicants.

1. Illinois Revised Statutes. Chap. 34, par. 10, p. 633.



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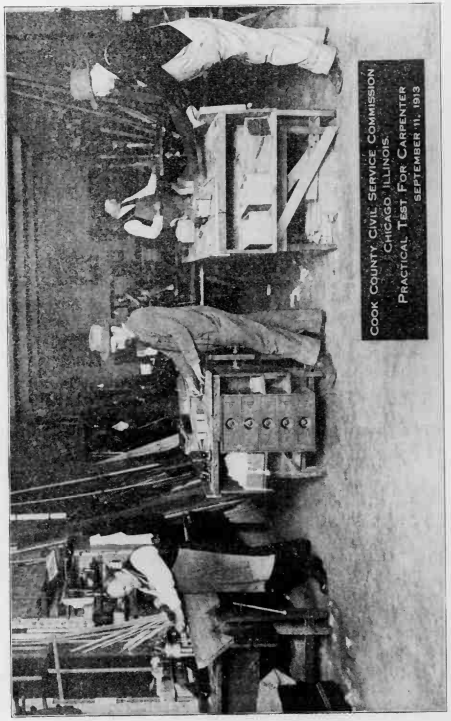

Budget Making

The Budget of Cook County is made under the provisions of the Cook County Act, requiring the Board of Commissioners to appropriate within the first quarter of each fiscal year the money necessary for all expenses of the County for the ensuing year. This includes funds for the publication of the assessment of real or personal property, provision for principal and interest of County indebtedness, the ordinary current salaries of County officials and employes, the maintenance of County property and institutions, including courts, juries, dieting occupants of the jails, prisons, hospitals and industrial schools, and the cost of elections required by law. There is further provision in the Act that after the adoption of such appropriation bill within the three months the Board of Commissioners "shall have no power to add in any way to the County Expenditures, excepting in case of some unforeseen casualty, such as fire or flood."

The necessity for an improved method of budget making was recognized in 1910 by the President of the Board of County Commissioners, who asked for recommendations from the Bureau of Public Efficiency. The method suggested by them was adopted and has greatly facilitated the handling of the County's business.

The 1914 Appropriation Bill was made with little reference to the standards for salaries established for the various grades by the Civil Service Commission or the heads of departments, which resulted in disorganization and injustice to various classes of employes. For example, the housemaids and seamstresses at the County Hospital had a very real grievance when the janitresses' pay was raised to $55.00 per month and the housemaids left at $45.00 and the seamstresses at $50.00.

The appropriating body should be in full co-operation with the heads of departments and the Civil Service Commission in establishing standards of pay, increase to be given according to length and efficiency of service. Until this is done, it will be difficult to get competent people to leave the opportunities of the business world for the uncertainties of the County service.

A County Program

1. Complete the new County Hospital and build branch hospitals in South Chicago, the stockyards district and the northwest side.

2. Provide a convalescent's home where patients leaving the County Hospital could be cared for until they are able to work.

3. Utilize the human waste at the county institutions by finding employment for cripples and persons otherwise physically deficient and making them self-supporting and self-respecting. A dairy farm, chicken ranch or vegetable garden at Oak Forest would tend to place the "down-and-out" on his feet.

4. Establish an outing camp and make outings for the tenement poor a permanent branch of the County's service.

5. Abolish the inhuman and criminal conditions at the jail by erecting a new building with decent provisions for prisoners awaiting trial and suitable grounds for exercise and the conservation of health.

6. Build a new Juvenile Home, with accommodations for the Juvenile Court, in a location removed from the present densely populated center with its evil influences and unwholesome surroundings.

7. Place the County's finances on a permanent basis of economy and efficiency by keeping expenses within income; extending modern business methods to every county department and requiring the departments to limit their expenditures to their appropriations.

8. Extend the work of the Poor Relief department to reach the causes of distress and remove them as far as possible by obtaining employment for able-bodied dependents; assisting the City Authorities in improving housing conditions of the helpless poor, and enlisting the assistance of the Public Welfare Department and other agencies in placing the unfortunate on their feet.

9. Purchase and develop a correction farm for the County's prisoners, where they may be trained in useful trades and occupations, employed on the farm or in workshops under healthful conditions and made physically fit for employment.

10. Make every public road in Cook County a substantially improved and permanent highway.

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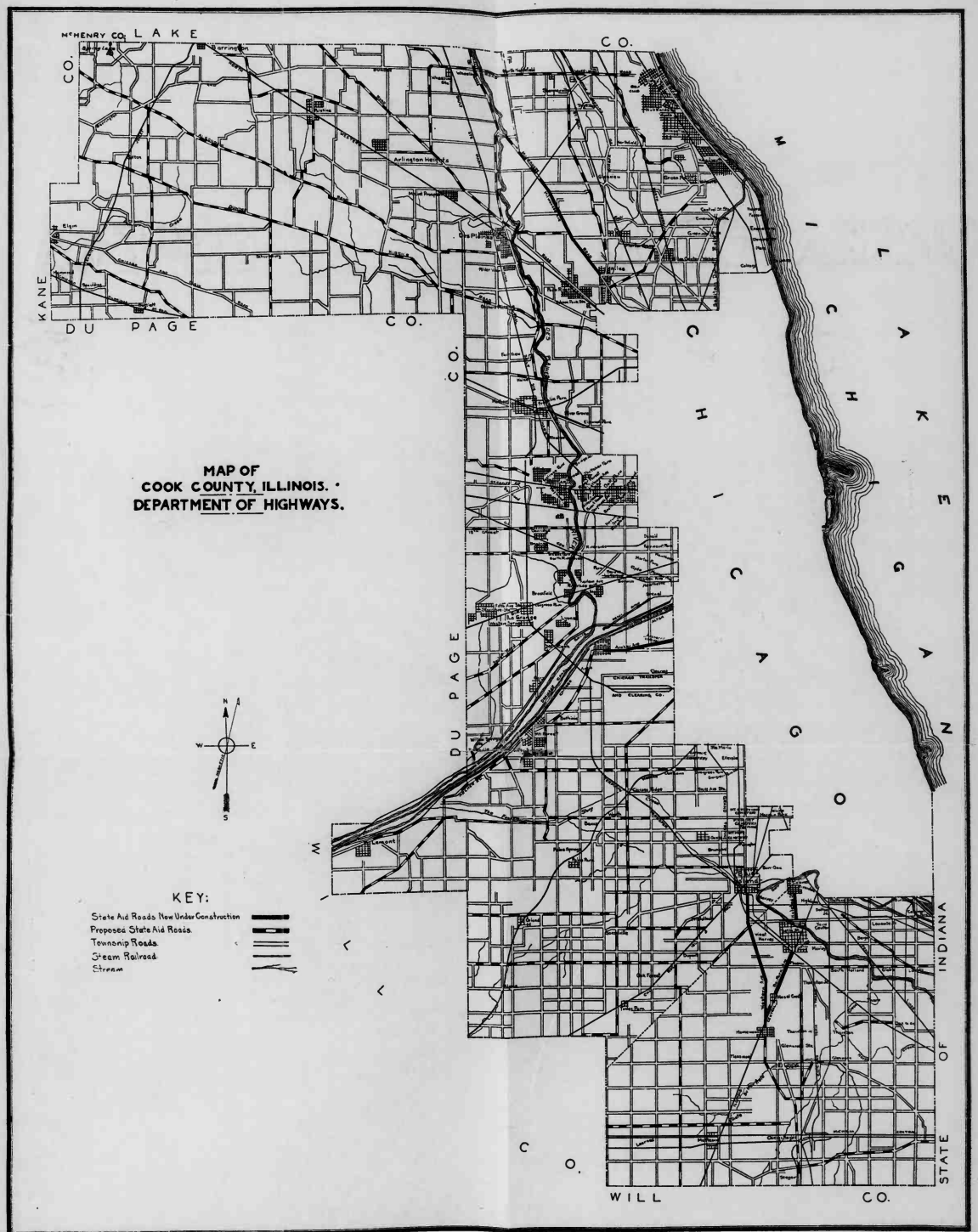
McHENRY CO.
LAKE CO.
KANE CO.
DU PAGE CO.
COOK CO.
DU PAGE CO.
WILL CO.
STATE OF INDIANA
LAKE MICHIGAN
Barrington
Arlington Heights
Elgin
Des Plaines
La Grange
MAP OF
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DEPARTMENT OF HIGHWAYS.
N
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KEY:
State Aid Roads Now Under Construction
Proposed State Aid Roads
Township Roads
Steam Railroad
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